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HAYWARD

GENERAL

POLICIES

PLAN

1990

**HAYWARD PLANNING
AREA**

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PART 1

INTRODUCTION

THE PURPOSE OF THE CITY'S PLANNING PROGRAM

The purpose of the City's planning program is to make this community a more efficient and pleasant place in which to live, work, shop, and raise a family. The objective of the planning program is to translate these generally desirable goals into plan maps and statements of policy to be utilized by individuals, private builders, the City, and other public bodies in the constant process of building and rebuilding this community.

ELEMENTS OF THE CITY'S PLANNING PROGRAM

The City's planning program contains three major elements which are adopted as City plans and which contain overlapping features:

The General Policies Plan

The General Policies Plan is an official public document adopted by the City Council as a policy guide for making decisions concerning the development of the community according to desired goals. It is a dynamic tool which guides, evaluates, and coordinates the development and revitalization of the community. Because it is general, it continues to be useful as a development guide as the community grows and begins to accomplish its goals. It is characterized by three significant features:

- . It is *comprehensive*. Encompassed are all geographic units of the community as well as all functional units significant to physical development;

- . It is *long-range*. Emphasis goes beyond pressing current issues to perspectives of possibilities some 20 to 25 years hence;
- . It is *general*. Policies and proposals are summarized rather than being presented in terms of specific locations or detailed regulations.

District Plans

These plans, when available, provide a bridge between the more general Policies Plan and the specific development and improvement projects. District plans provide a detailing of the General Policies Plan for more specific district or neighborhood purposes. Since the primary value of a district plan is in its specific declaration of City policy, usually land use policy, these mid-range plans look ahead for shorter periods of time than the General Policies Plan (usually five or ten years) and analyze only a portion of the community (often an individual neighborhood).

Since district plans are quite specific in their proposals, their adoption by City Council will largely determine what development controls will be used in the district. It is essential, therefore, that every individual understand the proposals of the plan concerning both his property and the remainder of the district, and that strong neighborhood support for the effectuation of the plan be developed during the process of preparation and approval.

More specifically, district plans provide the following functions in the City's planning program:

- . *Indication of policy:* Adopted district plans are official statements of policy and accurate reflections of public sentiment. Since these plans represent the best thinking of City officials and local residents, the policies proposed represent both City and neighborhood preferences for the development of the district;
- . *Guidance of ongoing community development:* Because of the more specific nature of their proposals, district plans provide a direct and convenient basis for judging the appropriateness of new development. Thus, whether it is a question of what zoning should be adopted on a particular property or where a particular public improvement should be located, a district plan will provide a well-defined solution to the problem;
- . *Coordination of programs for improvement:* Because district plans usually look ahead for only a five or ten year period, they are useful in effectuating programs of improvement and revitalization. Thus, a City program for revitalization of a particular area, which takes approximately the same period of time to implement, can be effectively coordinated with a district plan;
- . *Encouragement of neighborhood participation and support for the planning program:* Because district plans cover limited

geographic areas, residents in these districts who are familiar with the conditions that exist in their neighborhoods can very effectively participate in the development and support of these plans. Also, district plans represent a means whereby City officials can exchange information with the people about the needs and resources of the City and its subareas, thereby helping the people identify with the local district, the larger City, and the City in its regional setting.

Policy Statements on Specific Subjects

In addition to general policy statements in the General Policies Plan and district plan policy statements pertaining to specific neighborhoods and districts, there is a need for development of a series of community-wide statements of policy usually dealing with specific subjects. These statements are not part of the General Policies Plan because they are associated with more detailed studies and reports. Nevertheless, they often supplement and refine policies adopted as part of the General Policies Plan or district plans.

These statements become part of the Master Plan of the City of Hayward as provided for in the City's charter, and are adopted in accordance with procedures established for amending the Master Plan.

Advantages of recognizing and adopting statements of policy on specific subjects as an individual element of the City's planning program include:

- . Provision of a way for the community to respond to its needs for policy statements necessitated by changing conditions or additional information;
- . Recognition of a procedure for establishing development policies as needed to guide the administration of zoning and other regulatory ordinances.

Examples of such statements of policy include:

- . Areas, schedules, and procedures for undergrounding utilities;
- . Ways of encouraging convenience commercial centers rather than strip commercial development;
- . Means of providing for commercial or industrial special use centers to augment the provisions of the General Policies Plan;
- . Locational standards for certain activities requiring use permits under the Zoning Ordinance, such as auto sales establishments, card rooms, pool halls, and the like;
- . Specific urban beautification projects that should be undertaken by the City;
- . Support for detailed programs to provide the Scenic Route proposals of the General Policies Plan;

- . Conclusions of a freeway impact study determining what effects the proposed Foothill, Jackson, and Shoreline Freeways will have on this community;
- . Inferences from cost benefit analysis of annexing various portions of the planning area.

THE NEED FOR PUBLIC PARTICIPATION IN THE PLANNING PROGRAM

A community's plans cannot be developed in isolation. The needs and values of the entire community must be recognized and reflected in these documents if they are to serve as a guide for public and private decision-making.

To provide for this public reflection, the City's boards and commissions are composed of representatives of all of the various segments of this community. More vital to democratic determination of community planning policies, however, is direct public participation in the preparation and adoption of its plans. The surest and most direct way of making plans relevant to the needs and desires of the people of this community is to ask these persons what they would like their future environment to provide and what plan policies would best express the aspirations they hold for themselves and this community. To achieve this public participation, open forums and public hearings on these plans are encouraged.

Since a majority of the projects incorporated in any plan will be accomplished with private capital and by private efforts, it is essential that the City's planning program have relevance not only as an indication of City improvement programs but also as a guide for private development projects.

PRIMARY FUNCTIONS OF THE GENERAL POLICIES PLAN

Of the three elements in the City's planning programs, the General Policies Plan provides the general guidance with which the more specific district plans and statements of policy on specific subjects can be developed. In addition to providing guidance for the development of the elements of the planning program, the General Policies Plan also establishes the purposes and framework in which regulations, capital improvements programs, budgets, and financial plans are based.

To provide this guidance, the functions of the General Policies Plan are as follows:

- . *A statement of official policy:* This plan is an official statement of policy for the City and as such, provides the residents of this community with a convenient way of knowing what this City's goals are for its future; likewise, it provides City officials and staff members with a clarification of these goals and direction for their work. In the absence of more specific district plans, this document provides a logical basis for resolving subdivision and zoning proposals and for the preparation of capital

improvement programs and community improvement and revitalization programs. For private organizations and individuals, this plan will indicate how proposed development projects relate to officially recognized planning policies;

- . *An estimate of the future:* In order to determine what City policies should be, attempt must be made to understand what the future has in store for Hayward. Because the General Policies Plan is long-range and comprehensive, this document provides the City with a means for projecting things to come. The plan, looking ahead for a period of approximately twenty years, recognizes community changes and needs that might not be immediately apparent. The comprehensive nature of the plan permits future trends and projections to be analyzed as they relate to one another and thus provides a check as to the accuracy of individual projections;
- . *A device for coordinating local needs:* The Policies Plan acts as the device to integrate the various land uses and physical installations into a coordinated community. The way the Policies Plan achieves this end is by coordinating the more specific district plans to meet the community-wide needs. It will usually be the responsibility of the district plans to provide direction for the physical expression of the human activities in the City, and it is the Policies Plan which coordinates the provisions of the district plans to obtain the general community-wide goals and policies.

- . *A device for coordinating City and regional policy:* In order to coordinate this community development with its regional setting, the Policies Plan not only takes into account the policies originating within the confines of the City, but also the plans held by neighboring communities and other city agencies; the single purpose plans and programs developed by the various organizations that deal with such things as parks, schools, highways, and rapid transit; and the comprehensive plans developed by the County and regional agencies involved in planning.
- . *A source of information:* The initial step in the preparation of a General Policies Plan is a general survey of the community to determine its social, economic, and physical composition. The data gathered and studies and forecasts made are useful to City officials, technicians, and the general public as a basis for making decisions and as background information for the preparation of other elements in the City's planning programs.

THE NEED FOR A NEW GENERAL POLICIES PLAN

This General Policies Plan replaces the 1965 Community Development Policies Plan and provides needed elaboration and revision. Modifications and refinement in the new plan include:

- . An outline of the City's planning program;
- . Assumptions made by the City in deriving this plan;

- . A more complete treatment of goals and policies;
- . A more detailed analysis of existing conditions in the City, including recognition of the following:
 1. Multi-family residential development in the Harder-Tennyson, Tennyson-Alquire, Cherryland, and Mt. Eden areas;
 2. City annexations beyond the 1965 eastern planning area boundary to the Pleasanton Ridge;
 3. Major circulation revisions including: the extension of Tennyson Road to the east, connecting eventually with Hayward Boulevard; and an additional extension on Harder Road connecting that roadway to Hayward Boulevard at a point southeast of the State College.

AMENDING THE GENERAL POLICIES PLAN

If the General Policies Plan is to reflect the current policies of City officials, boards and commissions, as well as the values of the community's residents, it must be amendable. Furthermore, it is likely that new information generated by changing conditions and new proposals will necessitate periodic amendments.



PART 2

EXISTING CONDITIONS AND GENERAL POLICIES

HAYWARD'S HERITAGE

In the early 18th century, the area which is now Hayward was largely uninhabited except for the Indians who were living in small villages along the banks of the canyon streams. Then, in 1769, the Spanish explorers opened the land for Mission settlement and Hayward became part of the cattle-grazing grounds of the San Jose Mission. In 1833, as a result of the Mexican Revolution, the Missions were ordered secularized. The lands were sold and a grant of 26,000 acres was given to Guillermo Castro in 1843. This became the San Lorenzo Ranch and the main buildings were located on the site where Hayward's old City Hall, the Library, and the Post Office now stand. In 1846, the United States annexed California and by 1849, waves of prospectors, adventurers, and their

attendant population were pouring into the State. Many did not find gold but decided to stay in California anyway. One of these, William Hayward, was camped at the mouth of the Palomares Canyon when, in 1851, Castro invited him to the San Lorenzo Ranch. Hayward bought 56 acres from Castro and set up a general store in a tent, at what is now the corner of "A" and Main Streets, later adding a restaurant and a hotel, known throughout the area as Hayward's Hotel.

From 1852 on, the rate of migration into the area increased significantly with settlers buying land or "squatting" and forming small settlements near and on the existing ranches. Castro saw the trend of the times; he divided his ranch into tracts and began selling lots

around his ranch house and plaza. In 1854, he surveyed a town site; he built streets and donated lots for schools and other public purposes. In 1865, the railroad reached Hayward and significantly increased the town's rate of growth. Small plots of good land were available at low prices and Portuguese families from the Azores, Madeira, and Hawaii were among those who came to buy land and settle down. Warehouses, stores, and offices were constructed as the business of the town expanded. Grain, hay, potatoes, and lumber became important crops. The Hayward Railroad Depot made shipping easy and stimulated industry in the area. Growth was interrupted briefly by the 1868 earthquake and fire, but the people of Hayward soon rebuilt their town, and in 1876 the 1,000 residents incorporated their town, one square mile, on the south side of San Lorenzo Creek.

Hayward prospered as the trading center and leading town of South-Central Alameda County. Truck farming became more prevalent and food processing industries sprang up. Hunt Brothers Cannery opened in 1896, providing a major source of employment and income. Additional transportation links to the surrounding area, including an electric car line to Oakland and Foothill Boulevard in 1908, made it easier to reach Hayward and encouraged further production and service activities. The 1920's were years in which both agriculture and commerce prospered due to the shortage of goods and services created by the First World War. In 1920 also, the subdivision of two thousand acres of Meek Estate land and the development of a number of homes on these

lots significantly increased the population of the community and provided many of the long, deep lots now being developed with apartment units. As elsewhere in the country, however, the 1930's found Hayward in a state of economic depression. Merchants on "B" Street closed their stores and farmers could sell neither their land nor their produce. But by the 1940's, production, especially agriculture, was once again in full swing. For those who stayed at home, the war effort called upon Hayward's farmers to expand production to feed the country's men in uniform.

Between 1950 and 1960, Hayward experienced its greatest rate of growth. Housing demand stimulated development of a number of single-family subdivisions, which were largely responsible for boosting the City's population from 14,272 to 72,700 and increasing the City's land area from 4.7 square miles to 27.5 square miles by 1960. In 1971, with a population of more than 93,000 and an area of about 38 square miles, Hayward is still growing and is expected to reach a size of 74 square miles by 1990 with a population of about 230,000. From a small, relatively autonomous agricultural center, Hayward has grown into a moderately large suburban city with strong relationships to the greater metropolitan Bay Area.

One of the factors that has encouraged Hayward's growth is its central location in the Bay Area, which is enhanced by the accessibility of many of the area's best highways. The City of San Francisco, the San Francisco International Airport and the Oakland International Airport, Stanford University and the University of California, and the primary

industrial and business centers of the Bay Area are all less than an hour away. In addition, the available port facilities, airports, and railroads are all attractions for the many industries which provide employment opportunities for the residents of Hayward.

The very rapid growth of the Bay Area and of Hayward in particular has, however, created a number of problems; among them: traffic congestion, suburban sprawl, and a need for additional industrial development to balance community needs. Hayward is also faced with a limited number of parks, playgrounds, and open spaces; a need for a diversified tax base; areas of incipient blight; and inefficient and unattractive strip commercial development. (See Generalized Land Use and Zoning Maps at the end of this section, pages 2-39 and 2-40)

THE HAYWARD ECONOMY

The economic base of a community is the most important single factor in determining its standard of living, its available services and amenities, and its level of employment. Twenty years ago Hayward's economic base was agriculture. Since then, it has begun to develop as a major component in the Bay Area's industrial-commercial system. As the older centers of commerce in Oakland and San Francisco become more congested, Hayward continues to supply the space and the land improvements required for the expanding industrial and commercial development of the Bay Area. At present, the City holds a significant retail position in the area, and the proposed revitalization of the CBD is

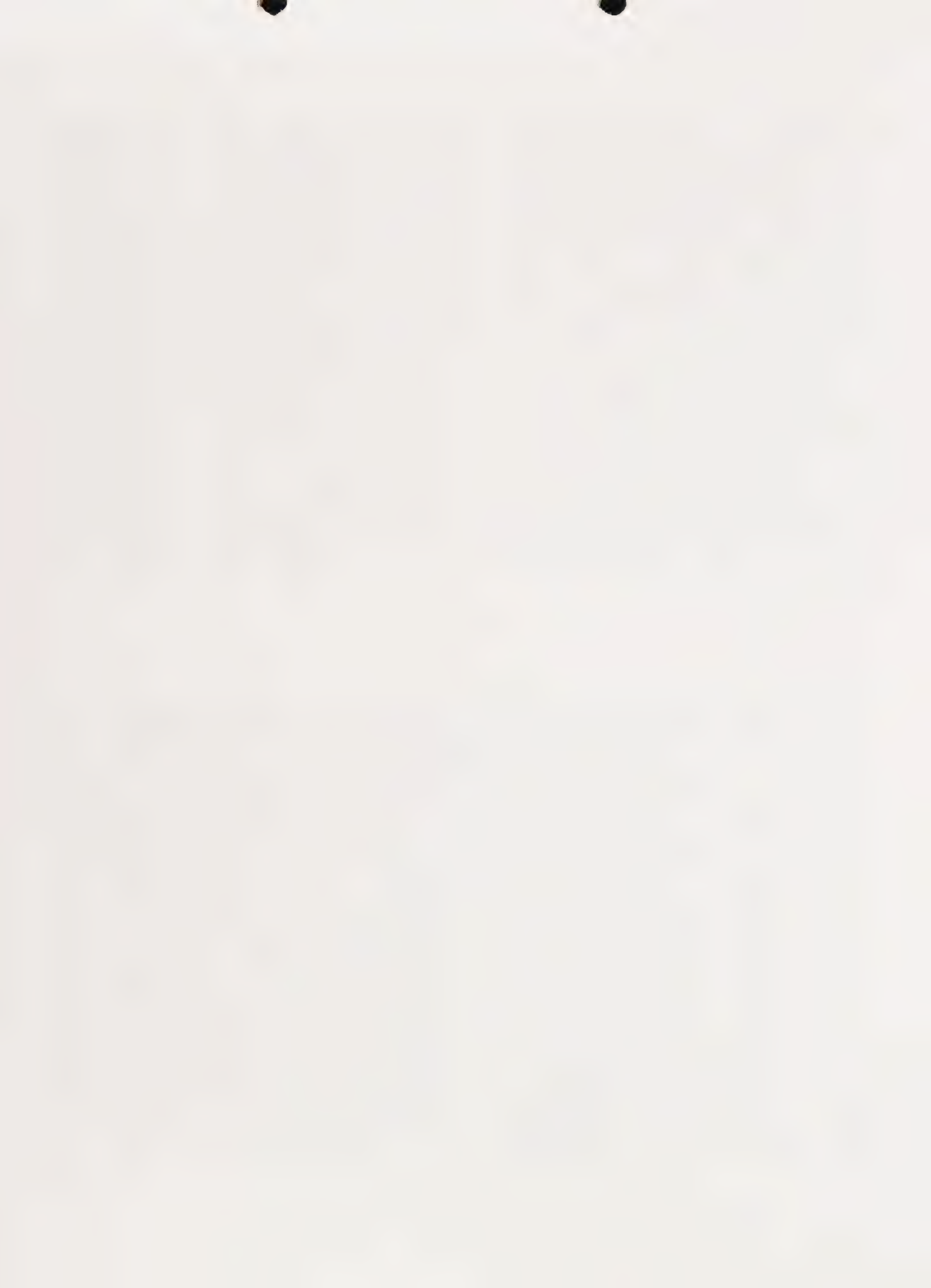
intended to help the City maintain this place in the area's economy.

In many ways, however, Hayward has also been, recently, a suburban bedroom community. A high percentage of usable land is devoted to housing needs and only a relatively small amount of land is used to provide these residents with employment. As a consequence of this imbalance, few industrial and wholesale businesses have been available to help pay for the many services and facilities required in a modern city, and a proportionately higher tax burden has been placed on the residents of the community. Hayward ranks considerably below the County as a whole in per capita value added by manufacture, per capita wholesale sales, as indicated by the 1963 Census of Business and Manufactures, and assessed valuation per capita.

Another result of this imbalance is the commuting problem that now exists. As of 1960, 36% of the City's population, or approximately 24,000 residents, made up Hayward's employed labor force. With only 15,000 persons employed in Hayward and with only half of these people also living in the City, approximately 16,500 of Hayward's residents found employment in other communities and 7,500 persons living in other areas came to Hayward for employment.

If the present ratio of workers to available jobs continues, the commuting problem in Hayward will intensify the existing traffic congestion.

While it is recognized that there will always be some commuting into and out of the planning



area, it should be possible to reduce rush hour traffic by increasing local employment opportunities.

The expected population increase will also necessitate many additional public services. Residential property and consumer taxes should not be expected to continue to cover the costs of such services and, therefore, other sectors of the economy, primarily industry, must be developed to cover the expenses. Various measures have been taken by the City over the last few years to overcome the economic problems created by the suburban character of the City's development. In spite of a decreasing rate of housing and population growth in the past few years, Hayward's rate of employment and investment has continued to climb. In January 1967, the City adopted the Shoreline Industrial Development Plan which, in conjunction with the Russell City Redevelopment Project, has provided prime land for industrial use. Alameda County's greatest industrial growth is now occurring in the City's airport industrial area. The construction of Industrial Boulevard, the Skywest Development Plan, and the Shoreline Industrial Development Plan have been adopted and other measures taken to encourage industrial and wholesaling development.

In general, the City is attempting to develop a broad range of wholesaling and industrial activities in order to broaden its tax base and to offer adequate and varied employment opportunities to its inhabitants. At the same time, it must be kept in mind that industrial and wholesaling activities should

be located in the City so as to maximize efficiency without conflicting with the functioning of the residential, educational, and recreational environments. The various uses should complement and enhance each other and protect industrial areas from incompatible and conflicting uses. In addition, economic development will be more successful if it is planned as an integral part of the San Francisco Bay Area economic development.

Industrial Development

To coordinate industrial growth and development with projected population growth, it is necessary to allocate sufficient land in advance. The population projected for the year 1990 is 230,000. The present proportion of Hayward's residents employed in industry (either inside or outside of the City) is 12.5%. Based on this ratio, the City should have approximately 28,750 of its residents employed in industry in the year 1990. Allocating approximately 13 employees per acre, the total industrial land required for Hayward by the year 1990 would be 2,212 acres. To make allowance for non-manufacturing industrial uses, other related uses, choice of sites, and a land reserve extending beyond the plan period, the usual procedure is to double this amount of land. The resulting figure, 4,424 acres, would be considered the 1990 planning area requirement. Thus, the proposed 5,500 acres of industrial land is more than adequate to meet the City's needs and, in addition, should provide industrial jobs for persons residing in the nearby

community of Castro Valley which lacks industrial facilities.

Having reserved the land, in an area where industrial sites are becoming increasingly scarce, care must be taken to provide this land with the necessary improvements and amenities. A program of flood control, utilities, sewage disposal, adequate commuter and merchandising access and accessory improvements, and fill, where necessary, must be provided. Likewise, the City must continue to exert careful control over the appearance of new industrial development to make sure this growth continues to attract additional quality development of the type already locating itself in this community.

With available land developed for industry, close to a large resident labor force and close to the human resources of the University of California and Stanford University, and served by an airport, several railroads, and a major north-south, east-west freeway intersection, Hayward is equipped to offer multiple advantages for new industries or other industries expanding or relocating their facilities.

There is a general tendency for modern industrial establishments to be larger and more self-sufficient than their predecessors and for them to locate themselves in suburban communities, since they no longer need the direct interchange of services offered in large cities. This tendency, plus modern communications and the ease of accessibility in suburban communities,

means many large businesses are relocating themselves to cities like Hayward.

INDUSTRIAL POLICIES

In order to protect the health, safety, and welfare of its citizens and to preserve the beneficial environmental qualities of the region:

1. The City will increase its promotional activities for the attraction of new industry and will continue a vigorous program of industrial development.
2. The City will encourage diversity in industrial development in order to insure its economic security and independence.
3. The City will protect its planned industrial areas and uses from encroachments by residential, commercial, or incompatible industrial uses.
4. The City will encourage the development of its industrial areas with sewer and water facilities and with proper flood control measures needed for industrial development.
5. The City will promote and protect the appearance of its industrial areas as a means of protecting the existing industrial environment and as a means of encouraging other quality development.
6. The City will encourage local vocational and college education to provide a labor force with the skills needed by modern industry.
7. The City will require all industries locating in Hayward to eliminate any polluting or otherwise offending activity which would affect the residents of this community or the region. The cost of removing waste products (solid, liquid, or gaseous) shall be the responsibility of the industrial concern creating the waste.
8. The City will encourage future industrial development to locate to the south and west of the community's urban areas and will encourage the redevelopment of industrial areas in the downtown for residential purposes and/or other related uses.

Commercial Development

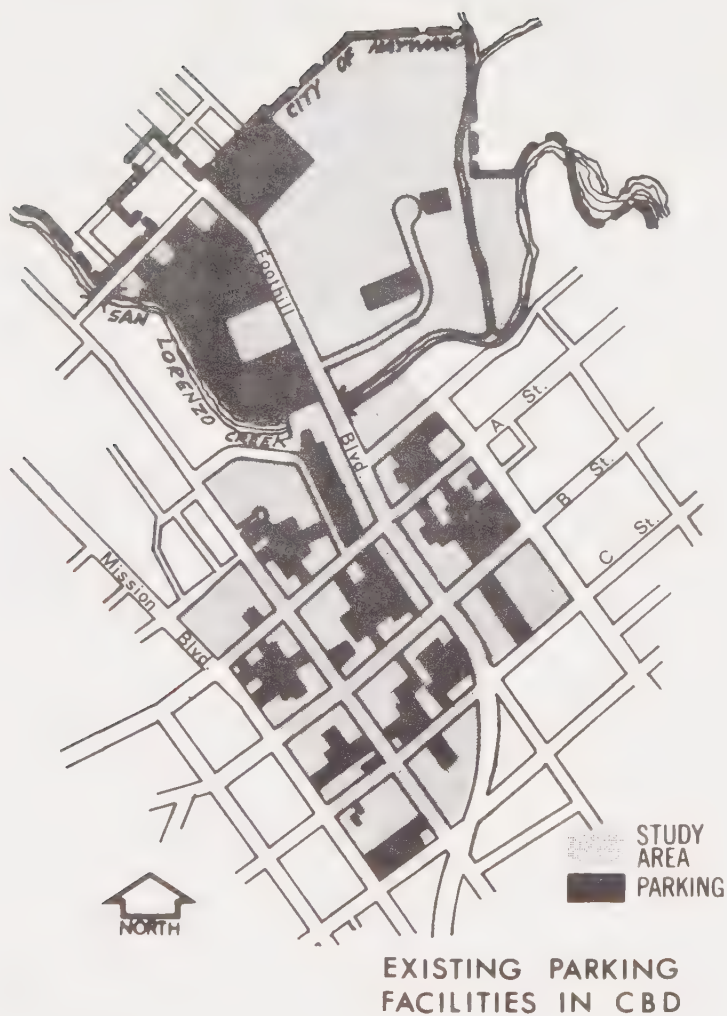
In addition to industry as an economic resource, Hayward can depend to a certain extent on commerce. There are, however, inherent limitations. The attraction of Hayward's commercial establishment will, in the future, be limited by the attraction of similar centers already developed or now developing in other portions of the County. In addition, as Hayward becomes a more integral part of the metropolitan Bay Area and as BART and other systems provide increasingly easy access to other centers of commerce in the area, the growth of the Hayward commercial establishments will be limited proportionately. A healthy and thriving commercial center is, however, of prime importance to the City's well-being, development, and progress in order to provide services to its citizens, to provide adequate employment opportunities, as a major source of revenue, and as a focal point of civic identification.

Hayward has developed commercial activities in the Central Business District, in ribbon form along its arterials, in local shopping centers and in special use centers devoted to specialized forms of commercial activities.

The Central Business District: The Central Business District in Hayward is faced with major problems. Vacancies and turnover in businesses are far too frequent. New shopping centers in other

areas of the community have been developed which offer amenities and conveniences that are lacking in parts of the downtown area; these new shopping centers draw trade and vitality away from the Central Business District, further increasing its problems.

There is, at present, poor access to the Central Business District. Automobile traffic is often congested due to the several major arteries which converge on and criss-cross the downtown area. Although BART will provide improved public transportation, access to the Central Business District by presently available public transportation systems is inadequate. No provision is made for an attractive, convenient pedestrian environment. A great deal of the downtown land area is taken up with transportation facilities. Of the thirteen core blocks of the downtown area, all have 28% or more of their area devoted to automobile parking. Forty percent of the entire property in the downtown core area is devoted to surface parking which separates commercial developments, alienates pedestrians, and discourages the modern, efficient, one-stop shopping that is possible in competing shopping centers.



While parking is necessary and vital, it should be designed and located so as to reduce congestion and encourage pedestrian usage of the downtown area along with streets and other transportation facilities. Likewise, policies recommending the concentrated location of automobile, wholesale, industrial, and storage enterprises in specially designated areas would free the Central Business District for more intensive uses, would avoid conflicts in land uses in the CBD, and could be used to concentrate retail and service establishments in centrally located, pedestrian-oriented complexes. Policies providing for rapid transit, local bus service, and improved pedestrian conditions in the Central Business District would lessen traffic congestion, reduce the land required for the storage and movement of private vehicles, and enhance the attractiveness of the Central Business District to the pedestrian and shopper.

In addition, the Central Business District is lacking public facilities such as parks, plazas, pedestrian malls and, except for the Library, cultural facilities. High-rise apartments have not developed, and office construction has been slow. Most of the new apartments and offices constructed since 1960 have been located in the outlying areas of the City.

In the last few years, a number of steps have been taken to encourage the

revitalization of the downtown area. A major rapid transit station is being located in this district, which could be an impetus for the future development of high density residential quarters and high-rise offices in the Central Business District and for the development of pedestrian-oriented transit shopping facilities. A new City Center has been established in the Central Business District. The Hayward Central Business Area Advisory Board was formed to solve existing problems and has prepared plans for the future of the downtown area.

In general, the City is attempting to concentrate in a compact area, governmental, commercial, and cultural services which will provide for the exchange of ideas as well as goods and services.

CENTRAL BUSINESS DISTRICT POLICIES

Through programs of revitalization and improvement, through development controls and through promotional activity, the City will:

1. Encourage the establishment of appropriate additional retail businesses in the Central Business District as the community grows and businesses are needed.
2. Encourage the location of new offices in the Downtown as the need for these facilities develops.
3. Concentrate in the Central City those specialized cultural, governmental, and recreational facilities capable of attracting persons from the entire planning area. Among these should be libraries, museums, hotels and convention facilities, civic and governmental facilities, movie theaters, little theaters, art galleries, book stores, attractive restaurants, parks, and plazas. Such development would make the downtown a focal point of civic, political, and cultural life and would create an attractive environment capable of drawing new apartment, office, and retail investments.
4. Provide a high quality and a relatively high density multi-family residential environment in and around the Central Business District so that the Central City will become a vital, living entity, not limited solely to commercial activities.
5. Promote the development of a concentrated -- rather than dispersed -- pedestrian-oriented environment by:
 - a. Separating pedestrian and vehicular circulation by minimizing traffic in and through the Central Business District and developing pedestrian malls, parks, and plazas within this area.
 - b. Encouraging the location of parking lots on the fringe of the Central Business District adjacent to the major traffic carriers and limiting off-street parking facilities in the center of this district to multi-level garages designed so as to present neither a visual or physical barrier to pedestrian movement.

- c. Encouraging the development of transit and other public transportation facilities capable of providing easy access to and through the Central Business District.
- d. Concentrating similar and related business activities so as to reduce the walking distance between competitive and complementary business establishments and so as to reduce conflicts between adjacent land uses which reduce both the functional and aesthetic quality of the district.
- e. Utilizing available air space over public rights-of-way as a means of concentrating and intensifying the use of the Central Business District.

Convenience Commercial Centers:

Neighborhood commercial centers, including such things as grocery and variety stores, branch banks, eating places, drug stores, library reading rooms, and playgrounds, are intended to serve faithfully and efficiently the everyday needs of the inhabitants of the neighborhoods. Such local commercial centers can be attractive focal points of community identity, places where neighbors can become acquainted, and where they can meet to consider joint action on common problems.

In Hayward, it has been the established policy to cluster such centers and not allow them to string out along the streets and highways which carry heavy traffic. There are several reasons for this policy:

- . The grouping or clustering of convenience commercial establishments in neighborhood shopping centers allows the shopper the convenience of "one-stop" shopping, which benefits both shopper and store owner alike.
- . Well-designed and located centers are more attractive to shoppers than dispersed commercial developments, are easily accessible, and provide better facilities for off-street parking. Thus, these centers provide a pleasant way of shopping and enhance the appearance and environment of the entire community.
- . The clustering of commercial activities decreases traffic congestion by reducing the number of points of access needed to serve the commercial establishments and, thus, the number of points where such access might interfere with the free movement of traffic. Clustering also provides at one location all of the convenience commercial goods needed by an individual shopper, thus reducing both the distances that an individual must travel in order to purchase all the commodities he requires and the amount of traffic the City arterials must carry.
- . By grouping commercial activities into centers, the perimeter of these commercial developments is reduced and, thus, the number of points of conflict between these centers and adjacent residential development are also decreased.
- . A convenience shopping center often becomes a center for neighborhood activities and, in this manner, further contributes to an improved community environment.
- . The clustering of convenience commercial establishments avoids the many unfortunate consequences of uncontrolled strip commercial development.

CONVENIENCE COMMERCIAL CENTER POLICIES

1. The City will encourage concentrated retail establishments intended to provide convenience goods and services in attractive, well-located neighborhood shopping centers and will discourage ribbon development along arterial streets.
2. Adequate facilities for off-street parking and loading will be provided in each center.
3. Convenience commercial centers will be designed to be pleasing in appearance and to prevent conflicts between vehicular and pedestrian movement.
4. Off-street parking and loading areas will be located, designed, and landscaped to eliminate large, unbroken expanses of asphalt or concrete and will make provision to screen associated sounds, odors, light, and dust from adjacent properties.
5. Convenience shopping centers should be separate from, but within a short driving distance of, the residential areas which they serve.

Thoroughfare Commercial: Along many of the City's major arteries, commercial development exists in a ribbon or strip form. That is to say, that establishments which, in accordance with City policy, should be located elsewhere are now strung along the City's arteries in an endless ribbon of commercial development of mixed quality. Often, these establishments are unrelated to arterial use and, in many cases, detract from the City's appearance.

Of the total front footage of all arterials outside the Central Business District, 36.2% is now in commercial use. The great majority of this is in strip development. In addition, under the full development allowed by existing zoning, these arterial streets could increase in commercial frontage from 36.2% to 61.4%, or almost double.

The usual reasons for strip development are visual contact and easy access. In fact, however, access is far from easy and, due to the confused jumble of signs, lights, and advertisements, visual contact is also hampered. The disadvantages of strip commercial development to the City, public, and businesses are many and include:

- . A severely disrupted flow of arterial traffic due to the frequent entering and exiting of vehicles from shops and excessive on-street parking.
- . Inefficient, unpleasant shopping

circulation since the form of the commercial development increases distances between establishments and makes pedestrian access between stores impossible.

- . An unwarranted amount of land devoted to parking and traffic because shoppers must approach each establishment separately and by car.
- . A lack of any sense of center or focal point which the commercial facilities might otherwise provide for the neighborhood.
- . A confused and unpleasant visual image of the City due to chaotic commercial development and advertising along arterials.

To avoid the problems created by strip commercial and in order to encourage alternative forms of development, some of the policies under this section will be aimed at preventing such development in the future. Other policies will be directed at alleviating problems where such development has already occurred.

There are, of course, some uses that should be located adjacent to thoroughfares where they are easily visible and where the motoring public can make highway related purchases. Such uses would include motels, restaurants, gas stations, and drive-in movie theaters. When properly controlled through limited access, proper setback, and good landscaping, such businesses provide a

benefit to the motoring public and need not detract from the appearance of the community.

Thus, the following policies make provision for these thoroughfare commercial uses and discourage other types of less appropriate commercial development along arterials.

THOROUGHFARE COMMERCIAL POLICIES

1. Concerning new thoroughfare commercial, the City will institute the following policies:
 - a. New thoroughfare commercial along the City's arteries will be limited to such uses as motels, restaurants, gas stations, and drive-in movies.
 - b. All new thoroughfare commercial will have limited access and will be serviced by appropriate side and back street entrances.
 - c. Thoroughfare commercial establishments will be appropriately set back, well buffered, and landscaped so as to enhance the appearance of the thoroughfare and the establishments themselves.
2. In regard to already existing thoroughfare commercial, the following policies will be enforced:
 - a. The City will proceed with the immediate rezoning of arterials to limit strip development to what already exists. In areas where no suitable alternative use can be identified, thoroughfare commercial will be recognized and reflected on the Plan map.
 - b. The City will promote the undergrounding of overhead utility lines and will cooperate with the Pacific Gas and Electric Company in establishing appropriate priorities for the removal of existing overhead facilities.
 - c. Through the use of site plan review and use permit procedures, the City will promote the elimination of excessive front street entrances, will encourage the development of appropriate parking facilities, and will provide for adequate landscaping.

Special Use Centers: Special use centers are groupings of businesses which provide either competitive or interrelated goods and services and many times require more extensive quantities of land than are available in the intensively developed areas. One example of such a center of business activities is the automobile sales and service complex which has been established on Mission Boulevard north of Harder Road. Other businesses in the community have shown similar grouping or clustering tendencies including building supply establishments, wholesale and warehouse establishments, junkyards, medical services, and financial establishments.

Grouping the aforementioned kinds of business activities in special use centers has proven advantageous both to the public and to the business involved. Ways of enhancing the business activities include:

- . Exposure to more potential customers who are drawn to the center by related businesses.
- . Ease of identification and ease of access to such centers.
- . Lessened possibilities for complaints resulting from conflicts with adjacent residential or other uses.

Advantages of the public include:

- . A greater choice of merchandise is available in these centers. In an

automobile center, for example, the customer has available to him a great variety of makes and models of cars from which he can choose.

- . Special use centers save time by making one-stop, comparison shopping possible.
- . Grouping businesses into special use centers rather than allowing them to string out along the City's major arterials avoid the problems associated with strip commercial development. (See page 2-10)
- . In a center where a particular type of business activity and its accessory businesses and services are located, the customer can complete the various aspects of his business in one trip and in one place. Thus, for example, in a medically oriented center, the patient can see his doctor, complete all the laboratory tests, and purchase whatever medicine he may need without having to move his car or involve himself in traffic congestion.

The special use centers concept can be made a reality in Hayward by encouraging appropriate businesses to continue to group their activities and by planning for the expansion of these centers when appropriate.

Specifically, concentrations of medical services, automobile oriented businesses, building supply facilities, airplane

oriented establishments, financial establishments, and even automobile wrecking yards are already evident in several locations in the City.

- . Many of the City's medical facilities are concentrated today at three locations: on "B" Street between Second and Seventh Street; on Main Street; and on West Tennyson Road, west of the Nimitz Freeway.
- . Many of the major automobile sales establishments are located at present on the west side of Mission Boulevard between Harder Road and Orchard Avenue.
- . Most of the City's automobile wrecking yards are presently located at the west end of Winton Road and have been limited to this location by Council resolution.
- . Groupings of building supply establishments have been located adjacent to Jackson Street.
- . Many airplane oriented businesses have been started at the Hayward Airport.
- . A financial center has recently been started on "A" and "B" Streets, from Third Street west to approximately Main Street.

Recognizing the need to have some business establishments group themselves into special use centers, the following policies are designed to provide for and promote the further growth and development of such groupings.

SPECIAL USE CENTER POLICIES

1. In the future, the City will be cognizant of the need for special use centers, and consequently study in detail, plan for, and zone for such developments.
2. The City will encourage more intensive use of presently developing special use centers by:
 - a. Discouraging alternative strip commercial development.
 - b. Enlarging presently developing centers and making them more attractive.
 - c. Rezoning presently vacant strip commercial land for other uses.
 - d. Amending and modifying the Zoning Ordinance to accommodate these policies.
3. Special use centers will have limited access to collector streets and when appropriate, will be serviced by side and back street entrances.
4. Special use centers will be appropriately set back from major arterials and will be well buffered and landscaped so as to avoid conflict with adjacent uses, and to enhance the appearance of both the center and the area in which it is located.
5. Adequate facilities for off-street parking and loading will be provided within each center.

HAYWARD'S RESIDENTIAL ENVIRONMENT

The quality of the residential environment, where people live and spend the majority of their time, should be of prime importance to the City and any problems in the residential districts are worthy of immediate attention.

While most of Hayward's residential areas provide safe housing on improved streets, and are served by adequate school facilities, not all areas are so fortunate.

According to the 1960 Census, the residential areas of Hayward Acres, Valle Vista, Baumberg, Tennyson-Alquire, and Alta Vista all show high percentages of unsound housing units. Since then the situation has worsened in some of these areas and, in addition, many other areas which were relatively problem-free then (such as Palma Ceia and the Harder-Tennyson Area) are now showing either actual deterioration or lack of maintenance.

In some areas this deterioration has been due to the rapid and extensive construction of marginal multi-family structures which lack many of the basic improvements usually required for such developments. As a result, many of the housing units in these areas were poorly built, lack areas for children to play, are unattractive in appearance, and are lacking in basic street improvements such as curbs, gutters, sidewalks, and storm drains. Often-times, too, neighborhoods in which these units were built are lacking libraries, parks, pedestrian circulation systems, and other public facilities.

In order to prevent such unsatisfactory apartment developments from occurring in the future, existing zoning controls will have to be more fully utilized and programs for housing assistance employed. Application of available site plan review procedures and the exercise of architectural control should have, in many cases, prevented such developments from occurring in the first place, and these measures remain a primary means of preventing similar developments from occurring in the future.

Programs which provide housing assistance to low income families are also available now and make it possible for builders to construct more adequate and attractive housing for these persons.

During the five-year period between 1960 and 1965, the percentage of the City's total housing supply constituted by multiple dwelling units rose from 7% to 25%. Since it is expected that this trend toward multi-family dwellings will continue in some areas of the City, especially in the area surrounding the Central Business District, several of the following policies are aimed at improving such future developments and at correcting existing conditions in already substandard multiple residential areas.

In other areas of the community developed during the last decade, single-family subdivisions are already facing problems which are often the results of poor subdivision design and a lack of concern for the overall appearance, quality, and durability of these developments.

In general, most of the tracts built between 1950 and 1960 are lacking variation in design. These developments fail to:

- . Improve environment through use of variation in the shape, size, and organization of subdivision lots and through the use of different structural types within these developments and are, therefore, monotonous.
- . Provide common open space and walkways for the general use of all the development's residents.
- . Utilize interesting and functionally sound street design which would promote safety and neighborhood unity by routing City-wide traffic around these developments.
- . Provide imaginative street design to preserve the residential character of these developments or make adequate provision for vehicular traffic.
- . Locate the primary frontage of all housing units on a minor service street rather than on a major traffic carrier designed for community-wide traffic needs.
- . Enhance appearance by undergrounding all utility lines providing direct service to these homes and by providing landscaping under aerial strung transmission lines.
- . Provide adequate landscaping and street trees for shade and to improve the appearance of these tracts.

As a result of these failures, a tone of general apathy and inadequacy is established

which discourages many of the residents from taking pride in the upkeep of their homes.

Problems also exist in some of the City's single-family non-tract areas. In addition to some of the problems of tract areas and multiple developments, utility wires are almost always strung above ground (fortunately, the community now has ordinances which can require undergrounding of utility wires), and these wires are even more unpleasant and obtrusive because of the general lack of street trees throughout the City. Street trees, which provide shade and shelter and a sense of scale, are of primary importance in establishing a residential character in an area. The utility lines and the lack of street trees detracts from the environment in most of the residential areas of the City. In addition, where streets are narrow, they often lack curbs, gutters, sidewalks, and storm drains. Thus, in these non-tract areas, the lack of these facilities degrades the residential environment in much the same way as in the multiple developments.

To correct these shortcomings and improve the areas, the City can devise and enact specific programs of revitalization, in cooperation with the County, State government, and Federal government when appropriate. Such programs could include federally aided beautification programs; tree planting programs conducted by voluntary community groups; educational programs to provide property owners with the information they need to take care of their homes; code enforcement programs to require the improvement of substandard dwellings; assessment districts to correct community facility deficiencies; and programs to underground or streamline unsightly utility lines.

Basically, Hayward is equipped to offer its inhabitants a safe and attractive environment providing a full range of cultural and social amenities. Its geographical location; its natural topography including the shoreline, the flatland area, and the hill area; and the various community assets such as its colleges, parks, and shopping facilities can all contribute toward producing good residential neighborhoods, including in each good housing and adequate, attractive community facilities.

The City is already making an effort in this direction. An acceleration in the City's district planning program, the pilot projects providing for code enforcement, urban beautification programs, and the Fire Department home, apartment, and mobile home community-wide inspection programs are all directed toward creating such an improved environment.

The City's Revitalization Program recently completed supplies additional information and proposed programs for the improvement and revitalization of the City's residential areas. As a consequence of this and other ongoing programs, new standards for urban living will be used to upgrade all the City's residential areas.

RESIDENTIAL ENVIRONMENT POLICIES

1. Residential areas should be delineated by natural and/or man-made features and planned as modules of housing units and community facilities, including recreation areas, schools, public transportation facilities, and shopping. Ethnic and economic boundaries should be discouraged.
2. Residential areas will be protected from excessive noise, odors, dirt, glare, and other unattractive influences resulting from heavy traffic or incompatible uses of adjacent properties. Where these undesirable conditions already exist, they will be eliminated or ameliorated as rapidly as possible. The City will attempt to conserve those areas that are threatened with blighting influences and to revitalize areas more seriously deteriorated. Heavy traffic will be rerouted away from residential areas. Where no alternate routes can be provided, a buffer of trees and shrubs will be planted between these routes and the adjacent residential area.
3. Attractive common facilities for recreation will be provided, designed and located in such a way as to encourage neighborhood interest and appreciation. Where possible, for maximum effectiveness, these facilities will be combined with schools, churches, and shopping centers at a central location. The inclusion of park benches, kiddie-corners, reading rooms, and meeting places will be encouraged. Such a neighborhood center should promote neighborhood identity and lead to a heightened concern for maintenance, protection, and improvement of the area.
4. Prior to the construction of all new housing, provision for utilities, streets, parks, schools, and related improvements suitable to the density and terrain involved shall be made. Development standards concerning land coverage, open spaces, storage areas, fences, driveways, and off-street parking will be developed and used throughout the City.
5. A diversity of building types, heights, site plans, and density differences is to be encouraged within each proposed density range, and limited only by the general character of development sought in each area. Density proposals need not apply to individual lots or dwellings if the densities of the proposed development are, as a whole, in conformance with the provisions of this plan.
6. The City will take whatever action it feels necessary to make sure that its future residential developments are attractive and functional. Thus, variations in the shape, size, and organization of lots and structures and the provision of common open space and pedestrian walkway areas will be required in all new developments and imaginative, functional designs which incorporate new concepts will be rewarded with bonuses in permitted development density.

7. In new developments, a favorable residential environment will be encouraged through the use of an imaginative network of minor streets designed to provide access for all of the dwelling units contained therein. Through streets and streets carrying heavy traffic will be discouraged within such developments.
8. To enhance the appearance and desirability of all residential areas, the City will encourage the undergrounding of all minor utility lines and will promote tree planting and other appropriate landscape programs.
9. In areas already developed with multiple-family dwellings, improvements will be required and provided for by the property owners in accordance with existing legal procedures. Such improvements will include: curbs, gutters, sidewalks, pedestrian walkways, and landscaping.
10. District plans and revitalization and code enforcement programs will be undertaken by the City to help correct the shortcomings in the existing single and multiple-family developments.
11. In areas of hilly terrain, the following will also apply:
 - a. While appropriate for all residential areas, it is particularly important that adequate fire equipment facilities, water, and access be provided for quick and efficient response to hill area development. Fire-retardant exterior building materials and landscaping should be utilized.
 - b. Hill area development in particular should be designed to complement the natural landscape. To minimize the possible adverse effect of development on the terrain, and to harmonize the influence with the environment, all private proposals for the division of land or the development of structures should be reviewed by the City.
 - c. Grading should be minimized and the practice of successive padding or terracing of building sites should be prohibited wherever reasonable. Streets should be designed to preserve the natural landscape and topography of the area.
 - d. Drainage facilities should be designed to protect the hills and should remain natural in appearance insofar as this is found feasible and reasonable; open concrete channels are to be avoided.
 - e. On ridge areas, supplies of groundwater should not be supplemented by such human activities as the release of septic tank effluent or gardening.
 - f. Native trees and shrubs should be planted and used as landscape materials wherever possible, and established vegetation which maintains and protects the stability of the hills should be preserved.

EDUCATIONAL, CULTURAL, RECREATIONAL, AND OPEN SPACE NEEDS

As Hayward's population continues to expand, as increased amounts of leisure time become available, and as technological changes demand greater adaptation from labor sources, there is going to be growing pressure on Hayward's educational, cultural, and recreational facilities. It is important to the economic welfare of the City, as well as to the advantage of the citizens, that a high level of education and culture in a broadly diversified program be available to all residents. It has been found that industries are concerned with the availability of a skilled and educated labor resource in the area in which they locate, and are influenced by the level of culture and education and the recreational opportunities which will be available for the employees and their families. With the growing industrial segment in the population, there will be a growing need for vocational and adult education, and as the region as a whole becomes more urban, there will be increasing needs for public recreational facilities.

Education and Culture

Compared to the County as a whole, Hayward has a high percentage of students. At the same time, due to various economic factors, the Hayward Unified School District had, in fiscal year 1969/70, only \$12,606 of assessed valuation available to each elementary pupil, as compared to \$39,587 for San Leandro and \$27,563 for Berkeley. This low assessed valuation per public school

pupil is typical for suburban communities which generally lack intensive wholesaling and industrial facilities and have, therefore, a low tax base. In addition, although the schools are fairly well distributed throughout the City, they are not large enough nor are there enough of them to cope with the future needs of the school population.

From the school standards contained in Supplement 1 and projected household sizes on page 5-2, indications are that by 1990 Hayward will need 58 standard size elementary schools, 13 junior highs, and 6 high schools. Thus, if the existing school facilities, which are presently smaller than specified by the California State Department of Education, are enlarged to meet the standards for minimum size, still 7 more elementary schools and 4 more junior highs will be required by 1990.

As more leisure time becomes available to people through decreasing work hours and increasing life span, and as the general level of education rises, the demand on the City's cultural facilities will also increase. Some cultural opportunities are offered by HARD and the City's two colleges. New programs and opportunities will be available through the City's parks, playgrounds, and recreational facilities and in the process of the CBD revitalization. For maximum effectiveness, and to avoid duplication, these programs will need publicity and coordination both within the City and in conjunction with the programs of nearby locations.

In addition, while in the process of revitalization, Hayward has a unique opportunity to build into the downtown area a program and atmosphere of culture which would benefit its own citizens and would help to provide for the needs of the people from the surrounding areas. Cultural activities and opportunities, museums, art galleries, libraries, perhaps a concert hall or theater, will be needed in the downtown area if Hayward is to become a regional center for commercial and cultural activities. At the same time, there will be people, especially children, who need local facilities. These could be provided through the schools and parks, and through neighborhood reading rooms or branch libraries, which are generally considered to be exceptionally effective disseminators of culture and education.

Recreation and Open Space

Although parks, playgrounds, and recreational facilities have always played a unique and important part in the City, it is not generally recognized how vital they are and how now, more than ever, there is a constantly increasing need for them. An urban population, generally lacking private outdoor space, is dependent on the public parks and playgrounds provided by the City. Hayward is a semi-urban area, daily becoming more urban. Its population is young. There are many children in need of space for playing, especially in high density, moderate income districts where there is a minimum of available private outdoor space.

A community effort should thus be made to overcome existing deficiencies in the availability of local parks and tot lots and in providing improvements for playgrounds located on publicly-owned school sites.

Concerning the adequacy of local parks, the standards for these facilities are located in General Policies Plan Supplementary Section 1 and would require 2.2 acres of local parks per 1,000 persons in suburban and low density residential areas and 3.2 acres of these facilities per 1,000 acres in medium and high density areas. These standards are based on the Hayward Area Recreation District's Technical Report (containing recommendations for the adoption of a) Master Plan, Parks and Recreation, page 44, (prepared by the consulting firm of Wilsey and Ham) which reflects an evaluation not only of other City standards for these facilities but also the characteristics of this community's population relating to such matters as age, income, education, occupation, mobility, etc.

There are presently approximately 93 acres of local parks in the City of Hayward serving approximately 100,000 persons (.93 acres of parks per 1,000 persons), and within the total Hayward planning area there are approximately 155 acres serving a population of about 180,000 persons (.86 acres per 1,000).

Since in many cases school playgrounds are not available after school hours or improved

adequately for recreational purposes, this lack of local park facilities has increased significance.

Likewise, the general lack of tot lot play facilities for the under school age population is of particular importance in this City's multi-family areas. As the character of the City becomes more urban and as young families find it increasingly difficult to find housing in single-family dwellings, this lack of play facilities for the community's children will have increased significance. To overcome this deficiency in local recreation opportunities, the Hayward Area Recreation District's Technical Report recommends that by 1980 local parks be increased to approximately 250 acres of these facilities in the planning area, which will serve a population of approximately 215,000 persons as indicated in this plan. Within ten years, the Technical Report would thus improve the ratio of local parks per 1,000 persons from .86 to 1.15 for the planning area as a whole for an improvement of approximately 34%.

Concerning the adequacy of larger planning area-wide facilities, the City is in a more fortunate position. There are approximately 670 acres of district facilities serving a planning area population of about 180,000 persons. While this amount of park provides only 3.7 acres of these facilities per 1,000 persons, and while both the Hayward Area Recreation District Technical Report and this plan would suggest the need for 5.8 acres of these parks per 1,000 persons, there are a number of potential

district park sites in the planning area which can be used to overcome this deficiency.

To the east, the community's hill area includes a beautiful setting for district parks, including facilities for riding and hiking, picnicking, camping, boating, fishing, etc. To the west, the shoreline area along San Francisco Bay will provide similar opportunities for riding and hiking trails, aquatic parks, nature study areas, golf courses, and the like.

By 1990 the plan proposes enough additional park land to overcome the existing deficiencies in planning area facilities. Because these facilities will be distributed throughout the planning area and will be made accessible by riding, hiking, and bicycle trails, it is hoped that these district parks can be used to help ameliorate some of the deficiencies in local parks in areas developed without these local facilities.

EDUCATIONAL, CULTURAL, RECREATIONAL, AND OPEN SPACE POLICIES

Educational and Cultural Policies

1. The City will cooperate with the schools and colleges to provide educational opportunity, adequate to the needs of the community, keeping in mind the diversity of requirements among the general population.
2. The City will encourage the continuation and expansion of the vocational educational programs of the Hayward Unified School District and Chabot Junior College in order to help develop a local labor force with sufficient skills to maintain itself at a high level of employment and to help attract new industry to Hayward.
3. The City will establish a variety of cultural facilities in the Central Business District. These will be concentrated in an easily identifiable and accessible location in order to provide mutual stimulation between the Central Business District and these facilities, and to give visual prominence to the City's cultural concern.

Recreational and Open Space Policies

1. In order to cope with the growing numbers of people with the time and need for recreational facilities, the community will develop a system of open spaces, district parks, local parks, playgrounds and tot lots, conveniently located and efficiently organized to meet the needs of the various age groups and interests of the population.
2. The City will cooperate with the area's park and recreation agencies in reserving the necessary land and in obtaining federal grants for open space acquisition and development.
3. Prior to their development for residential purposes, land for parks, recreation, greenbelts, riding and hiking trails and scenic routes will be acquired with public funds and from the dedication of appropriate lands by developers. In areas where the preservation of private open space in conjunction with residential development is appropriate, the City will promote the use of clustering techniques which would preserve private open space areas which are functionally and/or visually related to the residential clusters.

4. Broad participant programs in both district and local parks will be made available to children and adults, including such activities as swimming, golf, boating, riding, tennis, and scouting.
5. Local parks and playgrounds will be within a comfortable pedestrian distance to all neighborhood residents, centrally located in conjunction with, or adjacent to, other central community facilities and contributing visually to such a community center and its neighboring streets. They will be protected from any nearby incompatible land uses and will not be transected by or separated from the immediate neighborhood by any major traffic artery or hazardous barrier.
6. In places of high activity, small urban spaces could be designed and located to ease and facilitate the flow of pedestrian circulation, provide focal points in the fabric of the district, reinforce the attraction of adjacent activities, and enhance the physical enjoyment of such locations.
7. In appropriate residential areas, tot lots and miniparks will be developed to provide for the recreational needs of small children and older people.
8. Alameda County is located in an area endowed with great scenic beauty. To make this value more accessible to the growing number of residents in the area, the County, in cooperation with its cities, has adopted a Scenic Route Element to the County's General Plan. Hayward will participate in the establishment of a continuous system within the County system that will offer opportunities for pleasure drives and scenic routes to all the major recreation areas and cultural centers throughout the County, City, and adjacent areas. In addition, the City also proposes that other more local routes be included in a City Scenic Route System for use, primarily, by residents in the planning area. Also, the system will propose that heavily traveled commuter routes be beautified to improve their visual impact upon the many people using these facilities each day. These proposals are intended to protect the scenic qualities of existing and proposed roadways in areas of unusually beautiful natural vegetation or attractive landscaping, unusually attractive scenic views, or locations with historical or architectural significance.
9. The community will also develop, in coordination with the Scenic Route System, its own Greenbelt System of linear parks, trails, and open spaces, designed for non-motorized traffic, which will link the numerous concentrated or localized City, District, County and regional parks, thus lending a feeling of spaciousness and natural environment to the area. This development will

generally follow the City's "Linear Parks, Open Space, and Trails System" adopted by City Council in December of 1966.

10. Permanent open space shall be maintained on sites where environmental hazards associated with geological or hydrological conditions preclude safe development.
11. Outstanding natural features, such as selected skylines, natural rock outcroppings, and stream beds, should be preserved in permanent open space for public enjoyment.

CIRCULATION

It is the major purpose of a transportation system to move people and goods to and from points of attraction within the City and the region in the quickest, most efficient, and most convenient way, making the largest number of choices available to the people using the system. Such an integrated and coordinated transportation system, composed of freeways, arterials, local streets, pedestrian ways, and public transportation, should be within easy reach of every resident and should be capable of making the many educational, recreational, employment and cultural opportunities in the City and region easily available to every resident. The quality of a city's transportation system is an important factor in determining the extent to which opportunities for choice and contact are available in a city or a region. The entire transportation network should be designed so as to prevent through traffic from creating local congestion and to capitalize on the City's locational advantages as a major activity center in the East Bay Area.

Hayward, located at the intersection of the Nimitz Freeway, MacArthur Boulevard, and Highway 50, with the new Shoreline and Foothill Freeways being planned, is in a good position concerning access to the regional transportation network. In addition, the Bay Area Rapid Transit system now under construction will greatly improve the City's public transportation system.

However, a number of problems have arisen in the internal transportation system of the City.

Many of the problems are due to the lack of separation among regional traffic, intracity traffic, shopping traffic, commuting traffic, delivery traffic, and pedestrian circulation. The points where the various types of traffic meet or overlap are frequently points of conflict and congestion and are often hazardous. The numerous points of congestion within the City, including all major downtown intersections, are especially bad at peak hours. The congestion is aggravated by the strip commercial development along the City's arteries which disrupts the flow of traffic through the City.

Pedestrian circulation in any part of the City is seldom comfortable or attractive. Little separation between vehicular and pedestrian facilities exists. In particular, the pedestrian environment in the CBD is lacking. Heavily traveled arterial streets and large expanses of parking facilities interrupt and discourage pedestrian shopping in this area. A lack of pedestrian oriented facilities such as parks, plazas, and pedestrian malls in this area also discourages pedestrians.

CIRCULATION POLICIES

Since many of the most important City problems seem to stem from conflicting circulation systems, the City's primary effort will be to increase efficiency and convenience through eliminating points of conflict by separating types of traffic. In line with this guiding policy, the following policies will be developed by category.

Through Traffic:

The City will promote the development of the proposed Jackson, Foothill, and Shoreline Freeways in order to improve access for Hayward residents to the rest of the region and in order to capitalize on the City's locational advantage. Because these inter-City freeways will offer through traffic a quicker, more convenient way of getting through town, it is expected that a majority of the through traffic will use these facilities, thus freeing City arterials for local use.

Intra-City Traffic:

1. Arterials are the primary movers of traffic within the City. As such, they should be free of strip commercial development which is visually chaotic and severely interferes with the movement of traffic. No further strip commercial zoning will be approved, either on new arterials or on existing arterials. In addition, since arterials frequently provide the major visual orientation to a city, everything possible should be done to enhance their attractiveness by undergrounding utilities, providing curbs, gutters, and sidewalks, landscaping, and making a general effort to beautify these facilities.
2. Local traffic will be of two types: Collector streets, whose primary function is to convey traffic from local streets to arterials, and local streets, whose function is to provide access to abutting properties. All streets are designed on the basis of the intensity and nature of the abutting land uses, the projected traffic volumes, and the nature of the terrain. In relation to this, traffic circulation in the Central Business District should be designed to be safe, easy, and comfortable, with concentrated parking provided in easily accessible, compact locations on the periphery of the district.

Public Transportation:

1. The City will do everything possible to exploit the potential advantages of the Bay Area Rapid Transit system, using it as an impetus to desirable development and improvement in Hayward. This includes the provision of good vehicular and pedestrian access to the stations and the creation of attractive pedestrian oriented environments surrounding them. Large scale development projects should be encouraged to provide private transit connections to BART stations during peak traffic periods.
2. Steps will be taken to significantly improve local bus service. This will benefit those who do not drive or who desire an alternative to two-car ownership, reduce traffic congestion, provide a means of access to the Central Business District not requiring automobile storage, and provide the necessary feeder service to the BART stations. There should be close cooperation among the City, BART, and AC Transit in coordinating feeder bus operations. An attempt should be made to make all major community facilities accessible from public transportation.

Pedestrian Circulation:

At present, pedestrian circulation is discouraged by the patently vehicular orientation of the City's circulation system. In the Central Business District, an effort will be made to enhance the pedestrian environment through the construction of plazas, malls, arcades, and through the establishment of shade trees and occasional rest points with seating facilities and water fountains, such as discussed in Policy #6 of Recreation and Open Space. Also, it should be possible to link local shopping centers with their surrounding residential neighborhoods by a pedestrian circulation system.

Air, Rail, and Bay Circulation:

1. Although the use of small private planes is becoming increasingly popular, the larger commercial airports are less and less able to accommodate them. Smaller, local airports like the Hayward Air Terminal are going to grow in usefulness and popularity both for business and for pleasure. Special attention will be paid to the role of the airport in regard to the nearby industrial sites. In general, every effort should be made to integrate the local airport facilities with regional airport and helicopter services.
2. Hayward is fortunate enough to be served by three railroad tracks. The industrial and commercial development of the City will be planned so as to facilitate full use of these.

3. Hayward presently has no facilities for water transportation; however, as the shoreline is developed, possibilities for recreational excursions and minor industrial facilities should be kept in mind.

COMMUNITY APPEARANCE

Although faced with many of the usual problems of rapidly growing suburban cities, Hayward is fortunately blessed with two major natural assets: the Hayward Hills to the east, and the San Francisco Bay to the west. The City will benefit greatly by accentuating these assets through increasing their visibility and their accessibility. Through good site planning, proper building height relationships, and minimum hill grading, the vista of the Hayward Hills can be retained as a visual asset for the community. In addition, the Bay as an aesthetic resource can and should be more closely integrated with the City as a whole. Through easy pedestrian access, scenic shoreline routes, and strategically located viewing spots, the Bay can become a strong, positive factor for improving the general appearance and the recreational opportunities available in the City.

Given its excellent geographical location and promising economic future, Hayward will be able to both maintain its natural amenities and eliminate its present aesthetic deficiencies. Presently, however, there are a number of unsightly conditions that do exist. Signs, billboards, and deteriorating buildings are located in large numbers in the downtown area. Many of the City's single family subdivisions are poorly designed and incorporate unimaginative site planning and dwellings. Long stretches of the City's major arterials are developed with haphazard, unsightly, strip commercial development. Throughout the City, overhead wiring, poorly designed and uncoordinated street furniture

and signs, and inadequate landscaping create a harsh, unpleasant environment. Finally, the City lacks unique architecture, monuments, and other artifacts which would both improve its appearance and encourage community identification.

To combat these deficiencies, the City has, over the past few years, taken a number of corrective measures:

- . In 1962, the City's Fine Arts Committee, a subcommittee of City Council, was established.
- . In 1966, the Hayward Area Beautification Committee, created as a result of suggestions by the Chamber of Commerce, was organized and incorporated.
- . In 1967, a new Sign Ordinance was enacted to prevent future sign clutter and amortize existing sign violations. Additional personnel were also hired to administer this Ordinance, and in 1969 the Ordinance itself was strengthened.
- . An ordinance designed to provide for the undergrounding of utilities has been used in new residential subdivisions.
- . The City has site plan review requirements and has been using this zoning requirement more extensively. Since making provision for a Z (Site Plan Review) District in 1963, over 80% of all commercial zoning adopted by this City requires these design reviews.

- . Over the past few years, the City has been engaged in an ongoing beautification effort aided in part by federal funds. Some of the major beautification projects include: landscaping of the median strips, sidewalks, and traffic islands on the City's major arteries; developing planters and landscaping of the downtown parking lots; planting of street trees in the downtown areas, around school grounds, and in developed residential areas.

To improve Hayward's appearance and take better advantage of its existing amenities, the following policies are provided.

COMMUNITY APPEARANCE POLICIES

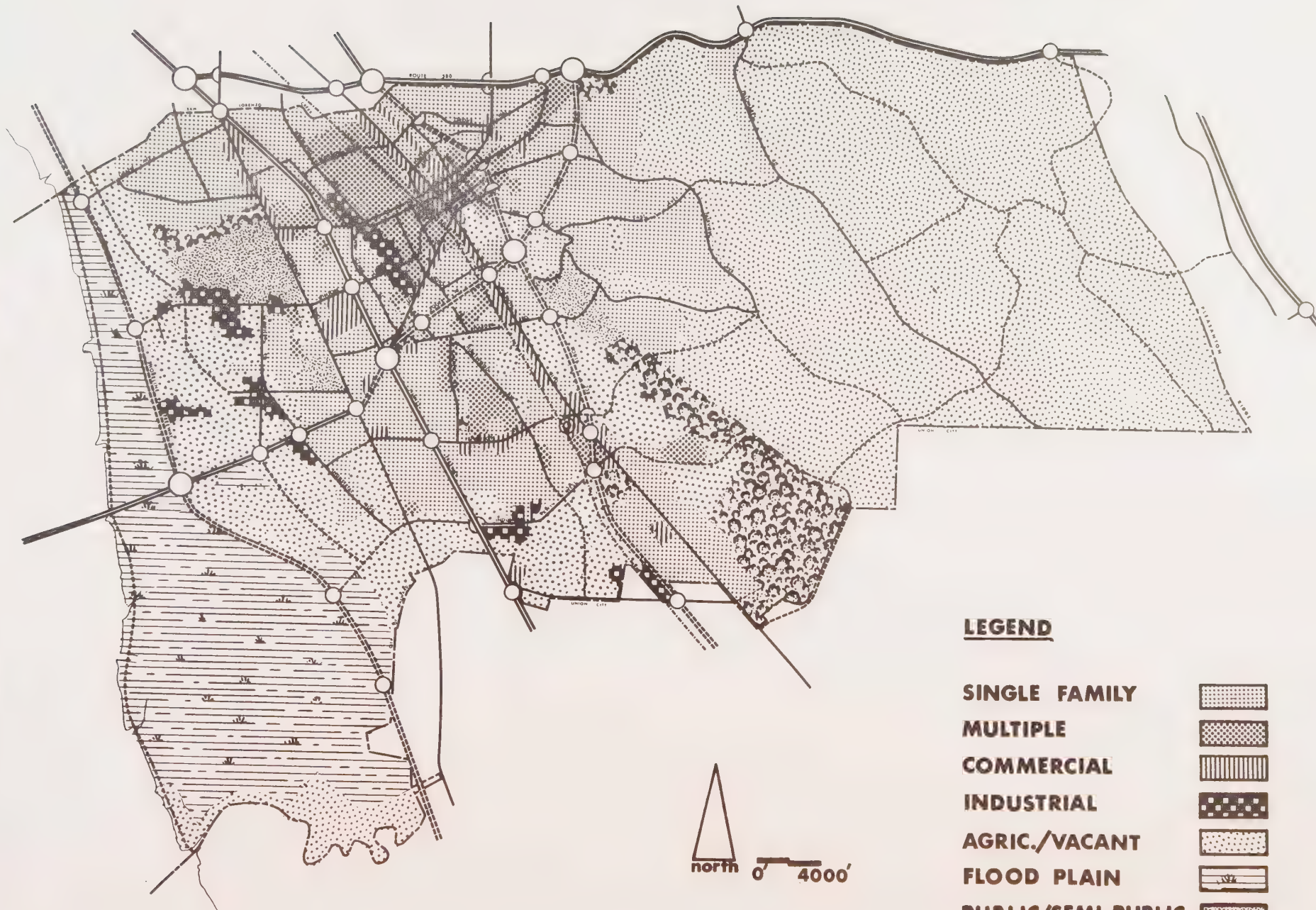
Private Development:

1. Good design of buildings and urban areas will be encouraged by fostering creative design freedom and by providing the incentives needed to seek new, more satisfactory solutions to land development problems.
2. New residential areas will be encouraged to develop within the cluster or planned unit development concept.
3. All hill development shall be done so as to avoid defacing views of the hills and vistas from the hills. In order to maintain the natural contour of the hills and an unbroken skyline, excessive benching and cut and fill development in these areas will be discouraged.
4. All development will be executed so as to avoid the unnecessary elimination of natural foliage.
5. Special attention will be given to the preservation of trees which are of particular importance to the City because of their size, adaptability or nativity, significance to Hayward's history, or location in an interdependent stand.
6. Street beautification will be encouraged in all new developments. Such beautification should include: street trees, attractive and sufficient lighting, undergrounding utilities and wiring and, where appropriate, well-designed street furniture.
7. Landscaping in commercial and industrial areas shall be required and must be adequate to beautify the specific use and to help fit it into its surroundings and into the community in general.
8. Community and neighborhood foci will be created through the appropriate location of public buildings, landmarks, monuments, and other public facilities.

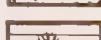
Public Improvements:

1. Public buildings and facilities will be designed to maintain and improve the City's appearance.
2. All public structures will be designed in a manner that will complement and enhance the appearance of their surroundings.

3. Undergrounding of utility lines will be encouraged in all areas.
4. Freeways, expressways, and other streets will be appropriately landscaped in both shoulder and median areas.
5. The visual assets of the Bay will be made accessible to the public through the development of both riding and hiking trails and a scenic parkway to be established along the Hayward shoreline.
6. Public buildings and facilities will be landscaped and adorned with appropriate art works and sculpture to enhance overall community appearance and to increase community identifiability.
7. Street furniture (lights, poles, signs, mail boxes, benches, etc.) will be designed and located so as to integrate pleasingly with their surroundings.
8. Signs will be designed and controlled to enhance the City's appearance.
9. Adequate grading ordinances will be established and applied to appropriate creek, creekside, and hillside quarrying and development areas to assure that these operations do not destroy the natural beauty of hill and creek areas.



LEGEND

SINGLE FAMILY	
MULTIPLE	
COMMERCIAL	
INDUSTRIAL	
AGRIC./VACANT	
FLOOD PLAIN	
PUBLIC/SEMI-PUBLIC	
PARKS/RECREATION	



PART 3

THE POLICIES PLAN MAP

INTERPRETING THE MAP

The plan map located at the end of this report is based on the policies stated in the previous section and the assumptions and forecasts contained in Part 5 of this plan. It contains general land use and circulation proposals and is not intended to show precisely the limits of land uses proposed nor individual uses on sites of less than approximately ten acres.

For example, a convenience market, a school, several duplexes and single-family residences, along with appropriate zoning for each of those uses, could function well as an inter-related neighborhood unit and, so constituted, would be in conformance with the plan in a low density residential area where the total

housing units developed did not exceed the total permitted by the density limits of the plan.

Likewise, land use proposals may not reflect specific local conditions and should not be interpreted to propose development, the intensity, density or design of which would conflict with the policies, principles, standards, or intent of this document's text. Site considerations relating to topography, geology, soils or hydrology may thus also be more important in establishing the specific use and intensity of a particular parcel than the general proposals of this plan map. Similarly, the presence of adequate streets as well as schools, parks, and other community facilities as required by the Principles and Standards located in Part 7 of this report, should be assured before a

development is approved that would otherwise be in conformance with the general proposals incorporated on the plan.

Finally, it should be remembered that the plan is long range and that implementation tools, such as zoning, should not be applied until economic and social conditions necessary to carry out the plan have been established. Zoning that is adopted before these conditions exist will not create the market necessary to implement the plan. Instead, prematurely zoning an area can convince land owners that development changes are imminent and that maintenance of their property is no longer necessary or prudent. The net result of this can thus lead to the general deterioration of the properties zoned, as well as adjacent properties, which are in turn affected by this change in conditions. Thus, zoning that limits the intensity of development to an extent greater than that proposed in the plan may actually be more "in conformance" with the plan map than zoning that would permit more development.

In general, development pressures provide a good guide as to when rezonings to general plan map intensities should proceed, provided community facilities and services are available. Prior to these economic and social pressures, the zoning applied to each area should require appropriate subdivision design and site planning procedures to eventually accommodate the more intense development contemplated.

The General Plan map is not a rigid document but is intended to provide a general expression of the mainstream of municipal policy concerning the location and extent of the many specific compatible and complementary uses. The policies,

principles and standards incorporated in the plan report supplement the plan map and must be considered in determining the general compatibility of a proposed action on the total plan. Since the map does not attempt to identify and propose special land uses for every site which may have peculiar site restrictions, such condition may require utilization of that parcel for special use not designed in the plan.

Concerning the use of implementation tools, it is important that areas not be approved for the development proposed on the plan map until economic and social conditions indicate the need for this activity and until community facilities and services are adequate to support the intensity of the development proposed.

FINDINGS:

Based on the previous section, conformance of a proposed use or zone with the plan can be established based on the affirmative response to the following questions:

- . If the use being considered is in excess of ten acres, is it specifically designated on the plan map in the area where its location is proposed?
- . If the use is less than ten acres, is it specifically designated on the plan map in the area where its location is proposed; or is it needed to service such a planned use; or, if a residential proposal, could it be established without adversely altering the proposed character of the area or set a precedent for increasing the general density of that area above that proposed on the plan map?

- . Are conditions in the area safe from potential flooding and geologic hazards not common to the entire Hayward Planning Area?
- . Will community facilities and streets be available at City standards to serve the use proposed for the property?
- . Do social and economic conditions indicate that the proposed zoning or development is needed at this time?
- . Is the proposal consistent with the policies, principles and standards contained in this report?
- . Does an evaluation of required environmental impact reports and potential public benefit analyses indicate that the use or zone justifies any adverse impact the proposal may have on the area involved?

ZONING CONSISTENCY

State law requires a city's zoning ordinance to be "consistent" with its general plan. The following tables indicate the zoning districts that are presently consistent with the various plan categories.

General Policies Plan - Commercial, Industrial, and Open Space Categories and Consistent Zoning Designations

Commercial Category

Primary Districts

FP, Interim A

CO, CL, CN, CB, CG, CC

Commercial PD's

Combining Districts

B (as permitted by the regulations of the primary district), Z, P

Industrial Category

Primary Districts

FP, Interim A

I, LI

Industrial PD's

Combining Districts

B (as permitted by the regulations of the primary district), Z, P

Open Space Category

Primary Districts

FP and A Districts and the uses permitted therein are appropriate (where physical conditions permit) for areas designated "undevelopable areas and grazing" or "park and recreation", regardless of whether or not the lands are proposed for eventual public acquisition.

Combining Districts

B (as permitted by the regulations of the primary district), Z, P

General Policies Plan Residential Categories
and Consistent Zoning District Designations

	Suburban	Low	Medium	High
Primary Districts				
FP, A, RSB10, RNP	X	X	X	X
MH and residential PD's when the density is less than the maximum density designated on the plan map	X	X	X	X
CN, CL, and CO when established to meet a local service need which conforms to the plan's principles and standards for Convenience Commercial Centers	X	X	X	X
RS, RM, or RH zoning districts of less than ten acres when this action will not substantially change the character of the area involved or increase or lead to the increase of the general density above what is proposed on the plan map	X	X	X	
RS		X	X	X
RM			X	X
RH				X
Combining Districts				
B10, B20, B40, B2.5A, B5A, B10A, Z, P	X	X	X	X
B6, B8		X	X	X
B4			X	X
B7				X

GENERAL MAP PROPOSALS

This plan map proposes that Hayward develop as a balanced community with intensified commercial land use in and around the Central Business District, a pronounced increase in industrial land use, a broadened range of residential choices ranging from low density to high density, urban multi-family units in and near the central City and adjacent to California State College at Hayward and the BART Stations, and a network of governmental and public land uses providing parks, recreation areas, open spaces, schools, libraries, and government offices.

INDUSTRIAL AREAS

The plan proposes that 5,300 acres of industrial land be reserved to the south and west of the existing urban areas and that the 200 acres of industrial be retained in the urban core between the Southern Pacific and Western Pacific Railroads. This acreage should be ample to provide for more industrial jobs than would be required if all of the community's industrial employees were to seek employment within the planning area. (See page 2-4.)

The 5,300 acres of industrial acreage proposed on the perimeter of this community's urban development will, by itself, provide about 18 percent more acreage than will be needed for the projected 1990 population of 230,000.

Thus, the City does not require the additional industrial acreage now located in its core area. This plan continues to show this development only as an indication of its substantial nature and not an indication of a desirable land use which should be maintained in this community permanently. Should an opportunity arise during the plan period for the elimination of any or all of this industrial development, it will be in this community's best interest to take advantage of this opportunity and to re-establish residential uses at a medium or high density on the land thus made available.

The industrial uses now contained in this urban core area are intermingled with a substantial amount of residential use. This intermingling of uses detracts from both types of development. For the existing residents, the industrial uses mean traffic, noise, and dust problems detract from the peaceful environment needed for the dwellings. For the industrial uses, the existing residents provide a source of complaints and detract from the general industrial character of the area.

Should it become possible to eliminate these industrial uses during the plan period, the alternative high density and medium density residential development proposed for these properties should make it economically feasible for the present industrial owners to sell their land or to develop it residentially themselves.

COMMERCIAL AREAS

There are three types of commercial areas shown on this plan map: Central Business District,

Convenience Commercial Areas, and Special Use Centers.

The Central Business District, in conformance with the policies and projections of this plan, is to develop into an area-wide commercial center. Accordingly, the area dedicated to this intense commercial development covers an area of about 170 acres and is generally bounded by Hazel Street on the north, the proposed Foothill Freeway and Second Street on the east, "D" Street on the south, and Watkins Street on the west.

Convenience Commercial Areas and Special Use Centers are designated in symbolic form. These areas are located so as to reflect the policies of this plan and those of the County Master Plan which propose functionally located, compact, easy-to-reach, safe, pedestrian-oriented convenience shopping centers.

RESIDENTIAL AREAS

The density distribution of the residential areas will offer the City's residents a choice of four general types of residential environments.

The areas designated as suburban will be developed with primarily single-family dwellings, with a minimum of 10,000 square feet of land devoted to each unit in this category and with an average of one dwelling unit per net residential acre. The total holding capacity of these areas, all located in the eastern portions of the planning area, will be approximately 5,000 persons. Also, a substantial potential for additional suburban development

exists in the Hill Area east of Fairview Avenue where planning policy is now being developed.

The areas designated low density will be generally developed with single-family homes, built on 5,000 - 10,000 square feet of land, with an average of 7.3 dwelling units per net residential acre. In many instances, these areas are located in the bay plain and contain the single-family subdivisions which were constructed, mostly, before 1960. The 1990 population holding capacity of the low density areas is 112,000.

Many of the older areas of the community which contain larger than average lots are proposed for either medium or high density residential development. Medium density areas are generally located close to the Central Business District and the two colleges. The density of housing proposed for these medium areas is between 2,500 and 5,000 square feet per housing unit, with an assumed planning area average of 11.7 housing units per net residential acre. The population holding capacity calculated for the medium density areas is 90,000 persons. In high density areas, the proposed square feet of lot area per housing unit is less than 2,500 square feet, with an assumed City-wide average of 20.2 housing units per net residential acre. These high density residential areas are, in general, located adjacent to the California State College, the Central Business District, and Rapid Transit stations, and will provide housing for 27,000 persons.

PARK AND RECREATION PROPOSALS

Local, District, and Regional Parks

Park and trail proposals incorporated in the plan are based, in large part, on the Hayward Area Recreation and Park District's Technical Report (containing recommendations for the adoption of a) Master Plan, Parks and Recreation, July 1967, and Stanford Research Institute's Needs and Costs of a Parks and Recreation Program, and incorporates City, East Bay Regional Park, and Hayward Area Recreation and Park District proposals.

Since only recreation facilities and other land uses containing more than ten acres are represented on the plan, smaller facilities such as playgrounds and tot lots and most local parks are not in scale with other land use proposals incorporated on the plan map and are, therefore, not shown.

Concerning the larger recreation centers serving the planning area as a whole, the plan map shows what the HARD Technical Report classifies as Special Use Facilities, District Facilities, and Regional Facilities. Special Use Facilities, which primarily include linear parks and riding and hiking trails, are expected to contain about 1,150 acres. Likewise, District Facilities, which include parks and golf courses oriented to Planning Area needs, will contain approximately 1,400 acres.

The regional facilities which are shown on the plan are major park facilities developed to serve not only the Hayward Planning Area but also the surrounding communities. These

facilities, which are either proposed by or are being considered by the East Bay Regional Park District, contain approximately 2,550 acres.

Scenic Route Proposals

These routes are of two types--those which carry heavy traffic and those which go through unusually scenic areas. Regarding the former category, the plan proposes that all of the existing and proposed freeways be designated "Scenic Routes". To improve their appearance, special attention should be given to the landscaping adjacent to these routes, to make sure that unsightly objects are hidden from view and that the landscaping itself improves the appearance of the right-of-way as much as possible. In addition, any existing attractive adjacent views should be utilized to make the route more pleasing.

In addition, special attention should be given to the freeway structures themselves, to make sure that they are designed so as to be pleasing in appearance and to provide a pleasant view of surrounding areas. To accomplish this, directional signs, barricades, overpasses, interchanges, etc., must be as attractive as possible and must enhance the appearance of the route.

In the category of routes that go through unusually scenic areas, the plan proposes that the existing and proposed hill area collector streets and the Bayfront Parkway be included in the system. To protect these routes, grading and removal of trees should be carefully controlled in the construction of the routes themselves and in the development of corridor areas.

Likewise, the alignment and configuration of the routes' rights-of-way should be given special consideration. To further enhance these routes, special consideration should be given to the appearance of structural appurtenances, street furniture, and traffic signs located in the rights-of-way. Where appropriate, vista points should be provided.

All scenic routes will be designed for the safe movement of vehicular traffic.

CIRCULATION

Changes in the circulation element proposed by this plan are aimed at providing for the City's anticipated industrial growth, the increased population densities anticipated in the community's urban areas, and the low density residential development expected in the hilly areas.

Freeway Proposals

- . The proposed Shoreline Freeway along the Bay shore is intended to relieve the constantly increasing congestion on the Nimitz Freeway and to serve the industrial areas to the east.
- . The proposed Foothill Freeway at the foot of the community's hill area is intended to accommodate the anticipated increases in automobile traffic resulting from the anticipated population growth.
- . The proposed Jackson Street Freeway is aimed at improving the east-west flow of traffic resulting from the anticipated growth of population and industry.

Arterial Proposals

Arterial street proposals occur in the industrial and hill sections of the planning area and to a lesser degree in the existing urban areas:

Industrial Areas: The changes in these areas consist of the extension of several existing roads to accommodate the City's anticipated industrial growth:

- . Extension of Industrial Parkway west to the proposed Shoreline Freeway
- . Extension of Worthley Drive south to Depot Road
- . Extension of Production Avenue south to the proposed westerly extension of Industrial Parkway
- . Extension of Tennyson Road from Hesperian Boulevard west to Industrial Boulevard
- . Extension of Huntwood Avenue south to Whipple Road

Hill Areas: The changes proposed in this area consist mainly of the extension of existing rights-of-way and the improvement of present dirt roads. These changes are aimed at accommodating the anticipated population growth in this area:

- . Extension of Tennyson Road to the east and its connection with Hayward Boulevard

- . Development of Alquire Parkway (an easterly extension of Industrial Parkway) from Mission Boulevard to existing or future boundaries of Garin Regional Park
- . Extension of Decoto Road in Union City easterly into the Hayward Planning Area
- . Extension of Harder Road to Hayward Boulevard
- . Connection of the two existing East Avenue segments to provide a direct access between Second Street and Fairview Avenue

Urban Area: Changes in this part of the community are intended to simplify traffic circulation:

- . An extension of Second Street through the Civic Center to Foothill
- . A connection between Winton Avenue and "D" Street
- . A connection between Grove Way and Blossom Way to facilitate circulation between San Lorenzo Village and downtown Hayward

AIR TERMINAL PROPOSALS

The Hayward Air Terminal serves as a reliever for the Oakland Airport and functions as a general aviation airport, constituting a viable element of the Hayward community. Additional area for airport-oriented land uses is needed in order to expand the scope of aviation services at the Air Terminal. Street patterns

need to be realigned to eliminate conflicts between automobiles and aircraft, and new auto parking facilities will be provided.

To accomplish this expansion, the major proposals are:

1. Expand the Airport operational facilities with a new parallel taxiway, a 25,000-square-foot terminal building, full service facilities, a heli-pad, and aircraft parking aprons and hangars accommodating 800 to 1,000 based aircraft and approximately 600,000 annual operations.
2. Realign Skywest Drive (68-foot right-of-way) to facilitate this expansion of aviation services.
3. Realign West A Street (110-foot right-of-way to connection with Golf Course Road and 68-foot right-of-way thereafter) to serve airport-related uses.
4. Provide new auto parking facilities dispersed throughout the airport and update parking requirements for airport-oriented land uses.
5. Continue developing the frontage along Hesperian Boulevard with community-wide commercial uses.
6. Continue the public park and golf course, providing recreation facilities and buffering the adjacent residences from airport activities.
7. Continue development of the 130-acre industrial park immediately adjacent to the Airport.



PART 4

IMPLEMENTATION

This plan will be useful to the community only to the extent its proposals are made reality. In order to effectuate any of its policies, however, the procedures available for this purpose must first be clearly described and understood.

It is, thus, the purpose of this section to explain these procedures and to describe how they can be used to implement this plan.

TOOLS - A GENERAL DESCRIPTION

The array of alternative implementation procedures available can be compared to a carpenter's toolbox. The carpenter can probably do a particular job with more than one tool, but to do the job most efficiently he must choose the tools best suited for

that job. To do this, he must be familiar with the contents of the entire toolbox. Below are described, in a general way, the regulations, controls and programs that will be most effective in realizing the goals and policies of this plan. They are divided into five major categories to clarify description.

1. Police Powers are those regulations of property consistent with due process that do not require owner compensation. Consideration of "public health, safety, welfare, or morals" must be involved. Specific tools are:
 - . Zoning Ordinance dividing the community into districts and regulating within those districts (1) building height and bulk, (2) how much of the lot may be covered, (3) required yards and other

open spaces, (4) number of dwelling units per acre, and (5) the uses to which the land and buildings may be put, often after certain conditions are met assuring sound and compatible development.

While zoning is usually used to establish the form, intensity and use of future development, it can, under certain circumstances, also be used to prevent it. Where environmental hazards exist, such as the unstable soils in the Hill Area or flood plain along the shoreline, zoning such as the City's Flood Plain District can be used to protect the public from inappropriate land utilization.

Districts permitting minimum development (RNP and A, for example) can be designated for fringe areas that might otherwise be prematurely occupied by urban uses requiring uneconomic extension of public services such as fire and police protection as well as construction of schools, parks, and similar facilities.

- . Subdivision Regulations empowering the community government to review the division of single parcels of land into two or more parcels, and approve said division according to certain specified standards encompassing (1) street improvements, width, alignment and design, (2) water supply and fire protection, (3) sanitary sewer and/or septic tank provisions, (4) storm drainage, (5) terrain design including slope gradient and ground preparation, (6) street treatment including landscaping, and (7) parcel shape.

- . Grading Regulations requiring a permit prior to modification of natural surface configuration through excavation or fill operations.

Regulations may include standards specifying (1) maximum finished slope, (2) physical characteristics of fill material, (3) drainage facilities required, (4) location of cuts and fills, and (5) slope maintenance including planting and terracing. In addition to safety, these specifications often directly affect the character and density of development.

- . Parking Regulations stipulating the number, size and location of off-street parking and loading spaces required for each use permitted within the community.
- . Sign Regulations specifying the location, maximum number and area of signs, as well as their height and physical design (type of illumination and movement) by zoning district.
- . Precise Plan Line Regulations reserving future rights-of-way and areas for future street widenings as well as space for utilities, emergency access and other essential public services. Buildings and structures are not permitted in areas so designated.
- . Building and Housing Codes providing minimum standards to safeguard personal and public welfare and property by regulating design, construction and quality of materials, as well as use, occupancy, location and maintenance of buildings and structures. Community appearance is enhanced, therefore, as a by-product.

- . Capital Improvements Programming is a long-range schedule of expenditures for physical facilities financed by government, including such things as streets, libraries, public offices, recreational facilities, sewer and drainage lines, and linear parks. Frequently, land uses are dependent on these capital improvements and are so located.

Clearly, capital improvement programs can be effective tools for accomplishing the land use element of a General Policies Plan, especially if the Planning Commission and Planning Department occupy major roles in program formulation and scheduling. (See Mandatory Referral for further description.)

- . Purchase Plans involve outright government purchase of land for public uses such as linear park systems, buffers between two incompatible land uses, trails systems in areas best suited to minimum development because of adverse geological conditions, or a site for a future school. One advantage of this tool is that lands for public uses are acquired prior to the need for same, but at lower prices that reflect lack of competing demand.

Purchase plan agreements can be executed in one of several ways including

(1) purchase-saleback with specific development conditions, (2) purchase-leaseback with conditions, (3) lease with a purchase option, (4) purchase with possession at a later specified date, (5) purchase with specified yearly

payments to the seller during his lifetime, and (6) purchase of development rights where the owner maintains title but relinquishes the right to subdivide and develop. This last example is similar to a development easement except the owner is directly remunerated by government rather than by tax relief.

- . Additional Federal Grants are available to assist in attaining some of the community's goals as described in the General Policies Plan. Briefly, they include (1) code enforcement programs for rehabilitation of predominantly residential structures in built-up areas, (2) open space acquisition and development of park lands, (3) urban beautification grants for upgrading publicly owned lands such as streets, parks, plazas and malls, including tree planting and landscaping, as well as street furniture, (4) installation of neighborhood and community facilities, especially in low income areas of need, (5) loans to build low and moderate income rental housing at below-market interest rates as well as rent supplements, (6) grants both for library construction and improvement of services, (7) funds for landscaping federal-aid highways, including acquisition and improvement of the land adjacent thereto, and (8) Model Cities Programs intended to confront and relieve poverty within a section of the city.

Each of these grants is contingent on numerous local conditions, including

the federal budget at any particular time, the city's willingness to supply local monies, and the like. Nearly all, however, require an overall statement of community policy as encompassed in this Plan.

4. Mandatory Referral is an administrative procedure whereby significant development matters are referred to interested government agencies and then to the Planning Commission for review and comment prior to final action. The Planning Department is the logical clearinghouse for such matters because of its responsibility for the General Policies Plan. Analyses and recommendations to the Commission and then to the Council based on the Plan lend status and authority to that document.

Some examples that most readily avail themselves to mandatory referral, and thereby General Policies Plan implementation, are (1) capital improvement programs (2) precise plan line proposals, (3) tentative purchase plans, and (4) tentative applications for federal grants.

5. General Education and Citizen Participation are often overlooked as effective tools of implementation. However, a local citizenry unfamiliar with the content and role of the General Policies Plan in the community cannot be expected to support it, let alone consider its policies when development decisions (including whether to support a bond issue for this or that public facility) are to be made.

The general public and interest groups affecting the community's growth patterns, such as the Chamber of Commerce and local builders, can be encouraged to participate in the plan-making process. Once the Plan is adopted, a popularized version should be made available and distributed as widely as possible. These efforts provide prestige and appreciation for the Plan without which it will not long serve as a guide in community decision-making.

Technical reports should be made available to developers to inform them of the opportunities to incorporate superior site planning, land use relationships and building design in their proposals. Principles and Standards for Residential Areas in Hayward, General Policies Plan Supplement 2, of this document is a good example.

TOOLS - MULTIPLE USE

The major deficiencies confronting Hayward are interrelated, and solution of one will often aid in resolving another. For example, a larger industrial tax base can provide money for needed parks and playgrounds.

As mentioned previously, plan effectuation frequently involves the use of several tools. This is illustrated in the following diagram.

SIGNIFICANT COMMUNITY DEFICIENCIES & TOOLS FOR SOLUTION

TRAFFIC CONGESTION	URBAN SPRAWL	NEED FOR INDUSTRIAL TAX BASE	NEED FOR PARKS, PLAY GROUNDS, OPEN SPACE	INCIPIENT BLIGHT	C.B.D. REVITALIZATION	STRIP COMMERCIAL
ZONING ORD. PARKING REGS. PRECISE PLAN LINES URBAN RE-NEWAL & CRP CAPITAL IMPROVEMENTS REFERRAL EDUCATION ASSESSMENT DISTRICTS	SUBDIVISION REGULATIONS ZONING ORDINANCE PRECISE PLAN LINES ANNEXATION AGREEMENTS CAPITAL IMPROVEMENTS PURCHASE PLANS REFERRAL EDUCATION ASSESSMENT DISTRICTS DEVELOPMENT EASEMENTS	ZONING ORD. SUBDIVISION REGULATIONS PRECISE PLAN LINES ANNEXATION AGREEMENTS CAPITAL IMPROVEMENTS EDUCATION	ZONING ORD. SUBDIVISION REGULATIONS GRADING REGS. ANNEXATION AGREEMENTS URBAN RENEWAL & CRP CAPITAL IMPROVEMENTS PURCHASE PLANS FED. GRANTS REFERRAL EDUCATION ASSESSMENT DISTRICTS DEVELOPMENT EASEMENTS	ZONING ORD. SUBDIVISION REGULATIONS PARKING REGS. SIGN REGS. BLDG & HOUSING CODES URBAN RE-NEWAL & CRP CAPITAL IMPROVEMENTS PURCHASE PLANS FED. GRANTS REFERRAL EDUCATION ASSESSMENT DISTRICTS DEVELOPMENT EASEMENTS	ZONING ORD. PARKING REGS. SIGN REGS. BLDG. & HOUSING CODES PRECISE PLAN LINES URBAN RENEWAL & CRP CAPITAL IMPROVEMENTS PURCHASE PLANS FED. GRANTS REFERRAL EDUCATION ASSESSMENT DISTRICTS	ZONING ORD. PARKING REGS. ANNEXATION AGREEMENTS URBAN RE-NEWAL & CRP CAPITAL IMPROVEMENTS REFERRAL EDUCATION

By way of examples (underlining denotes tools), the problems of intense traffic congestion require solution by attack on several fronts. The number of cars using streets of fixed width might be diminished by offering convenient and inexpensive means of public transit and educating potential users as to its advantages. Perhaps, as well, alternative routes to relieve traffic congestion should be considered. When modification to existing routes (street widening) is possible, that too requires evaluation. To implement these latter two programs, precise plan line regulations and capital improvement programs might both be used.

If it is determined that the areas attracting the traffic, for example, the central business district, are worth supporting and will continue to attract increased automobile loads, capital improvement programs and assessment districts can be employed to finance additional parking facilities, after referral to appropriate agencies for review, and in some cases urban renewal programs indicated through community revitalization studies.

To minimize street congestion when adequate off-street parking facilities are available, parking regulations can be used to enforce off-street parking.

These over-simplified descriptions are samples of a whole host of inter-relationships of goals and tool coordination which could be exemplified.

EFFECTUATING SPECIFIC POLICIES

Hayward's economy, character and physical environment are described in Part 2 of this document along with policies for the future. Using the same order (for easy reference and comparison) in this section, the major tools available to effect those policies are described. They are listed separately for clarity, but as discussed in the previous section, several would be worked in concert to achieve a goal.

1. Industrial Sector policies primarily stipulate protection and encouragement of high performance industry south and west of existing urban areas to attain a diversified industrial tax base. Tools to effect this goal are:
 - . Zoning Ordinance regulations prescribe areas of the City where industrial activity is permitted and particular uses allowed, assuring desired types.
 - . Precise Plan Line Regulations reserve adequate access for vehicles and utilities to areas specified for industry.
 - . Annexation Agreements condition annexation to the City on willingness of applicant to use the land for industry.
 - . Capital Improvements provide areas prescribed for industry with streets, utility lines and services as required prior to development.

- . Mandatory Referral assures planning clearance that proposed improvements and resulting industrial growth are in areas so designated by the General Policies Plan.
2. Central Business District Sector policies are intended to encourage additional retail establishments and offices as the need arises as well as high quality, high density residential development. Cultural, governmental and recreational facilities drawing from the entire planning area are also invited. Access on a pedestrian scale (walking) and an efficient bus service are also desirable.
- . Zoning Ordinance regulations encourage particular activities by specifying uses permitted. Density minimums can be prescribed for residential uses. Site plan review fosters acceptable design.
 - . Capital Improvement Programs designate allocation of public funds to finance governmental, cultural and recreational facilities as well as parks, plazas and pedestrian malls.
 - . Urban Renewal Projects provide overall plans for revitalization of the CBD according to agreed upon goals through rehabilitation and redevelopment.
 - . Federal Grants supply financial assistance to support urban renewal projects as well as capital improvement programs and efforts toward beautification,
- including street tree planting and plaza landscaping.
- . Assessment District Regulations make possible the formation of a special tax district to support CBD revitalization by methods as described above, installation of multi-level parking structures and the like.
 - . Sign Regulations provide opportunity to eliminate excessive sign clutter, thereby improving the appearance of the physical environment.
 - . Parking Regulations would require off-street parking facilities resulting in motorist convenience and economic improvement of the commercial sector through increased patronage and less street congestion.
3. Convenience Commercial Center Sector goals include the phasing out of ribbon (strip) commercial development along arterials, and its replacement with clusters of convenience commercial development accessible to residential areas. Site development should provide adequate parking and separation of pedestrian and automobile traffic.
- . Zoning Ordinance regulations can designate appropriate areas for convenience commercial facilities while simultaneously encouraging success through elimination of ribbon commercial zoning, especially where the land is vacant or occupied by non-commercial uses.

Adequate and well-located shopping center sites near residential areas, affording convenience including ease of access, will thus be favored over strip commercial facilities with associated parking problems and traffic congestion. Site plan review and use permit approval can be contingent on limiting access to appropriate site locations, separation of pedestrian and motor traffic, and the positioning of buildings to accomplish the feeling of a cohesive unit.

- . Subdivision Regulations make it possible to retain sites for this use, at least through administrative review and persuasion. Furthermore, positive findings that parcel subdivision will not jeopardize proper site development can be required assuring the retention of large parcels for shopping center development where appropriate.
 - . Parking Regulations assure adequate off-street parking with screening to maximize compatibility with residential areas.
4. Thoroughfare Commercial Sector policies encourage uses definitely limited to automobile orientation, with site access via frontage roads or rear or side streets to minimize arterial congestion.
- . Zoning Ordinance regulations can be written to permit only those uses that are automobile-oriented. Non-commercially used arterial frontages

can be rezoned to check the spread of ribbon development. Through site plan review, access locations can be stipulated.

- . Federal Grants are available to finance street furniture as well as trees and landscaping.
5. Special Use Center objectives involve the creation of concentrated areas of closely related commercial and service uses for optimum convenience and comparative shopping.
- . Zoning Ordinance regulations could be modified to encourage development of this nature. Strip commercial can be discouraged by limiting it to areas where it now exists.
 - . Parking Regulations assure adequate and convenient facilities to serve special use centers.
6. Residential Environment policies include (1) creation of neighborhoods of appropriate size and location to maximize neighborhood identity for those living within, (2) protection of residential areas from external and internal blight, and revitalization where needed, including installation of adequate community facilities (parks, schools and the like) and public improvements (curbs, gutters and sidewalks), and (3) diversity in density and building types to relieve physical monotony.

Probably more than any other sector, the residential environment can be improved, at least to some extent, by nearly every method discussed in connection with this Plan, so it is important to remember that only the most significant tools are included here.

- . Zoning Ordinance regulations can be employed to permit residential development only in those areas and at those densities specified in the General Policies Plan and applicable district plans. Using "planned districts" in place of conventional regulations, mixture of dwelling types and densities, can be achieved. Surrounding land uses can be specified assuring compatibility with the residential area as well as identification of its exterior limits. As with other land use goals, areas can be put in "holding zones" allowing minimal development until the time is right to permit full use as allocated in applicable plans.
- . Subdivision Regulations assure adequate design of new developments by requiring installation of public improvements according to certain standards (street alignment, direction and design, etc.). Parcel configuration requires approval assuring adequate lot dimension ratios of width to length and sufficient frontage. Dedication of space for parks and schools can also be required as well as installation of street trees and landscaping. Maximum slope and slope treatment requirements are

important as Hayward looks to hillsides to accommodate further growth.

- . Annexation Agreements are very useful because large potential residential developments often require space available only in unincorporated areas that have not yet experienced urbanization. To progress, these projects require city services (sewers, water, fire protection, and the like) and therefore annexation is necessary. Using annexation as a tool, certain minimum practices over and above those attainable through conventional zoning and subdivision regulations can be more easily mandated by the City, including, for example, reservation of land for particular uses, and planned development as a whole rather than on a lot by lot basis.
- . Building and Housing Codes provide minimum construction standards for new dwellings as well as maintenance of existing housing. Blight is combated with "preventive medicine", the most economic method.
- . Urban Renewal grants are available to deal with older and substandard neighborhoods that require "curative medicine" because they have already become victims of deterioration. Federal funds are available to finance renewal projects, contingent on Hayward's contribution.

- . Federal Grants are offered in addition to renewal monies for a whole host of activities that can affect the quality of a residential area. Installation of neighborhood facilities, Model Cities Programs to relieve blight, and loans to finance low and moderate income housing are just a few. Tree planting and similar beautification programs are very important for previously developed areas where mediocrity of subdivision design and building appearance cannot be overcome inexpensively.
- . Capital Improvements Programs involve scheduling of capital improvements for installation of facilities to serve entire neighborhoods (parks, street trees, and the like).
- . Assessment Districts utilize property taxes to finance the installation and maintenance of facilities required to improve the physical environment as well as social well-being (schools, recreation centers) of the people served.
- . Education is a tool applicable to all goals but it is especially useful in attaining a pleasant residential environment. Creative programs such as home maintenance classes, gardening instructions, neighborhood center programs and the like all contribute to neighborhood identity and self-respect. Design booklets for developers incorporating site planning with the residents in mind, as well as ideas for

architectural and building variety involving minimal expense, and publicity supporting the goals of this plan can also be effective.

7. Education and Cultural goals emphasize the maintenance of a diverse educational program (technical and academic) to serve the needs of all the people. The Central Business District is to serve as the focus for City-wide cultural facilities of varying types.
 - . Subdivision Regulations can be used to assure land dedication for schools to meet the demand in new residential developments.
 - . Urban Renewal projects commonly include programs and monies to purchase and clear downtown properties for construction of cultural facilities.
 - . Capital Improvements Programs provide scheduling for installation and operation of cultural and school plants as required throughout the City.
8. Recreation and Open Space policies include the provision for adequate recreation facilities and open space of sufficient variety in size and type to serve the needs of all the residents of the planning area.
 - . Subdivision Regulations can be employed to require land dedication commensurate with generated demand as part of subdivision approval.

- . Capital Improvements programming deals with installation and maintenance of parks, playgrounds, equipment, trails, and the like.
 - . Federal Grants provide revenue for acquisition of park lands and their development.
 - . Purchase Plans, using one or more of the several alternatives previously described, can be employed by the City to purchase land from the private sector using local revenue.
 - . Development Easements entail the offer of tax relief in exchange for development rights, so that open space is guaranteed, limiting continuous urban sprawl. Such easements do not offer areas for active public use (occupation) but are valuable as buffers between conflicting land uses.
 - . Effectuation of Previously Adopted Plans as a means of effectuation has not been described previously, but has particular application in this instance. Hayward has an adopted plan entitled "Linear Parks, Open Space and Trails System", and the Alameda County General Plan incorporates a "Scenic Route Element". Both should be applied in the Hayward Planning Area because they are officially adopted policies for open space and recreation lands.
9. Circulation objectives can be achieved through elimination of conflicting circulation patterns and distracting linear commercial activity, thereby accomplishing increased efficiency and convenience.
- . Zoning Ordinance regulations can be used to limit strip commercial development to its present locations, and to encourage its replacement with clustered commercial areas where automobile orientation is not absolutely necessary.
 - . Capital Improvement programs include traffic engineering contributions (one-way streets, median strips and the like) where circulation systems have already been established. Also, improvement of rights-of-way commensurate with arterials as proposed in this document should be activated. These street extensions and connections will be necessary to carry out other elements of the Plan because land use and circulation are materially dependent. (See the Industrial Sector for an example of this dependency as applied to capital improvements.)
 - . Precise Plan Line Regulations prescribe routes and reserve land for future circulation needs as required by anticipated and planned for land uses. Future street widenings can also be so reserved.
 - . Subdivision Regulations envelop review of proposed circulation patterns within subdivisions, requiring modification

where it can be demonstrated that re-alignment will result in an improved (safety and convenience) street pattern.

10. Community Appearance goals include preservation of natural assets and elimination of aesthetic deficiencies. Because the goal is general, many implementary procedures can be employed.

- . Grading Regulations can be used to minimize slope cut and specify slope cut planting, thereby preserving one of Hayward's finest natural features, the hills.
- . Zoning Ordinance regulations include site plan review and approval, as well as certain minimum standards pertaining to landscaping, screening, setbacks, and the like. Developers should be encouraged to practise elements of good design by government recognition of such efforts with certain bonuses. For example, a density bonus might be offered as a reward for cluster development in place of conventional lot development on hillsides.
- . Subdivision Regulations can include requirements for park dedication and street landscaping, as well as specified standards of terrain design, including maximum slope and slope control planting.
- . Sign Regulations benefit the entire City, but are of special consequence

in commercial areas where sign height and type, number of signs and sign area per establishment, and individual sign characteristics such as illumination, can be controlled to achieve an elimination of sign clutter and confusion.

- . Building and Housing Codes specify design, construction and building material standards which indirectly affect building appearance.
- . Urban Renewal is a very important means of replacing all degrees of blight, often with new construction adhering to adequate setbacks, compatible land uses, modern building materials, and other elements which help defend the project area from return to its former position of physical (and social) unattractiveness. Federal law stipulates that agreements (contracts) with private parties specifying precisely what development may occur must be in conformance with an adopted redevelopment plan; furthermore, the plan and agreements are in force for 40 years, a direct and sure means of land use control.
- . Assessment Districts can be used to accomplish undergrounding of utilities as well as installation of sidewalks, curbs and gutters, where appropriate.
- . Federal Grants are available for an array of beautification programs ranging from park land acquisition to improvement of streets, parks and plaza with landscaping, as well as code enforcement programs.

- . Development Easements can be used to prevent urban development prematurely or in areas best suited to other uses such as parks, thus relieving monotonous urban sprawl.
- . Education programs should include classes in home and garden maintenance, publicity directed toward a more pleasing and attractive urban environment through support and appreciation for programs and regulations with that goal in mind, and technical design booklets for developers.

FINAL COMMENTS

These then are some of the ways in which the goals of the community as stipulated in the General Policies Plan can be converted to reality. Two tools, mandatory referral and general education with citizen participation, could possibly have been mentioned more frequently in connection with goal effectuation. Because of their general application, suffice it to mention now that through referral optimum coordination and maximum expertise are brought into play through exposure to all contributory agencies. Education and citizen participation assure interest and support from residents of the community, a necessary input if the General Policies Plan is to be a democratically conceived document.

Finally, there is one tool which has been little used in the United States (unlike Europe) but that offers promise. It entails advanced government purchase of land on the

periphery of urban areas. Prices are not yet inflated, and character and direction of growth can be guided by community-wide interests. When it is time to develop, the community simply sells the land back to the private sector with certain contract conditions guiding the nature and extent of land use. Possibly, federal funds can aid in purchase. This method deserves more attention than previously received.



PART 5

ASSUMPTIONS AND FORECASTS

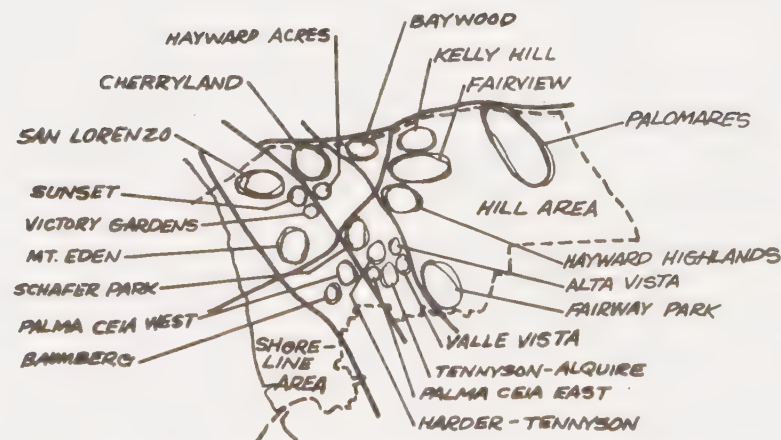
THE HAYWARD PLANNING AREA

Since 1965, the Hayward Planning Area has been enlarged to include that area located between the Sunol and Pleasanton Ridge lands. While this area contains some 7.5 square miles, much of it is geologically unstable and not suitable for development.

Other unincorporated areas in the planning area include the communities of Cherryland and San Lorenzo and the Baywood Area located south of Highway 50, east of the proposed MacArthur Freeway, and west of Center Street.

In the southern portion of the planning area, the City presently surrounds the unincorporated Tennyson-Alquire District and is expected to annex this area during the period covered by the plan. In the western part of the planning area, the Mt. Eden area is, likewise, surrounded by the City and will be annexed prior

to its development at the residential densities planned.



HAYWARD PLANNING AREA

In the hill areas east of the City, annexation is occurring prior to the development, and this trend is expected to continue through the plan period.

FUTURE INDUSTRIAL AND COMMERCIAL AREAS

The proposed locations of the City's future Industrial and Commercial areas were based on the community needs and take into account:

- . Existing development: This plan recognizes most of the existing commercial and industrial development and proposes that these uses be continued through the plan period. In those instances, however, where certain uses are inappropriately located or where it would be more efficient for those businesses to relocate themselves elsewhere, this plan proposes changes in the existing development patterns. The general proposal that the existing strip commercial developments be consolidated into functional commercial centers is the prime example of such a proposed change.
- . Population centers: As a source of business, commercial facilities tend to locate near population concentrations where they can draw on a larger number of prospective customers.
- . Circulation: A primary requirement for any commercial development is that it be easily and pleasantly accessible to patrons and that it have an accessible supply of goods and services. Likewise, any areas proposed for industrial development must be adjacent

to efficient transportation facilities so that products can be transported and goods received.

- . Zoning and development controls: If the City is to advance its goals concerning future commercial development, and more particularly, if we are to achieve the consolidation of the existing strip commercial, zoning and other development controls will have to be used and supported by this community. (See Generalized Zoning - 1970, page 2-40.)

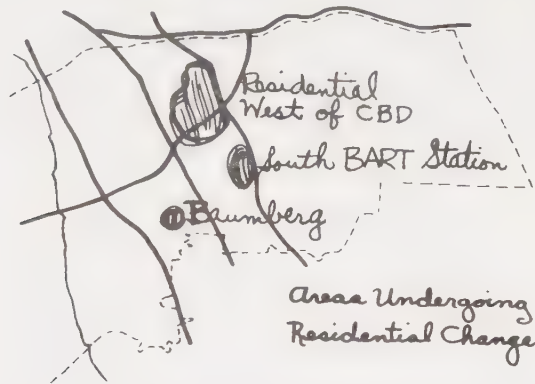
PROJECTING RESIDENTIAL DEVELOPMENT

The residential areas shown on the General Policies Plan are presented in terms of the densities of housing units expressed in number of units per area of development. The acres devoted to each projected density reflect the future needs of the community as indicated by the following population characteristics and projections.

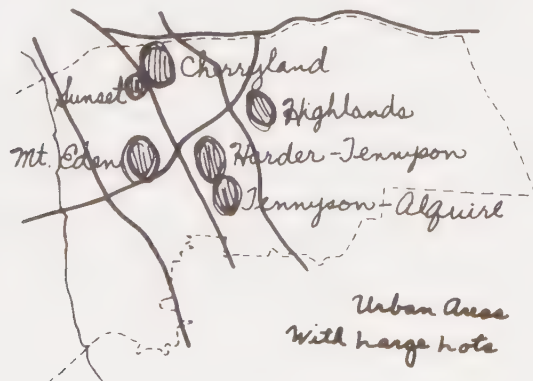
Development patterns analyzed to project the location of the various residential densities needed to provide for the future population include:

- . Existing development: Existing residential structures in good condition will probably remain through the 21-year plan period and should be protected from the establishment of incompatible adjacent land uses. Where existing structures are in poor condition or where the use of certain properties is inappropriate and likely to change during

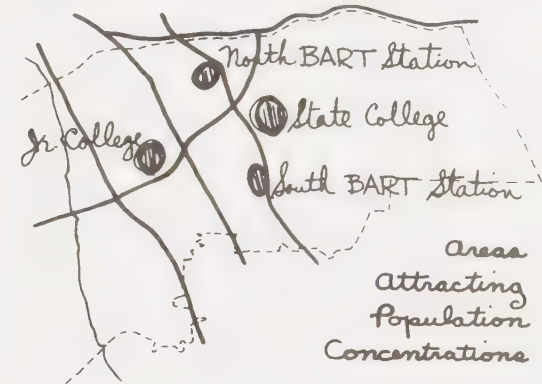
the plan period, different types and densities of residential uses have on occasion been proposed.



- Lot size: Because of the problems involved in assembling small parcels into building sites large enough to accommodate large multiple unit residential complexes, certain areas were generally proposed for less than high density residential uses. On the other hand, the problems involved in providing new streets in partially developed large lot areas, the existing trends toward the establishment of more multiple family housing units, and, of course, the large size of the new multi-family complexes, suggest the use of areas divided into larger lots for high density residential purposes.

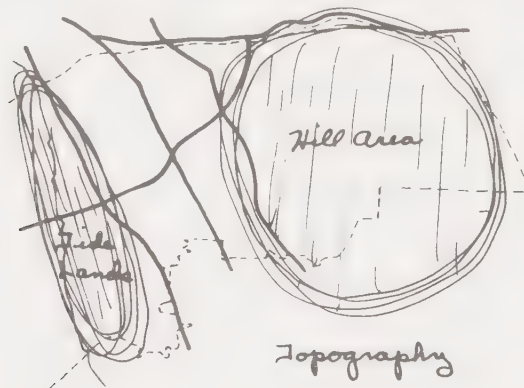


- Location: Because of their proximity to a facility where large numbers of persons gather, certain medium and high density residential areas are proposed where lower density developments might otherwise occur. The primary example of this assumption is the Central Business District and transit station with its proposed auxiliary "high" density residential. Other examples include both the California State College at Hayward and Chabot Junior College with their proposed adjacent "medium" density developments.



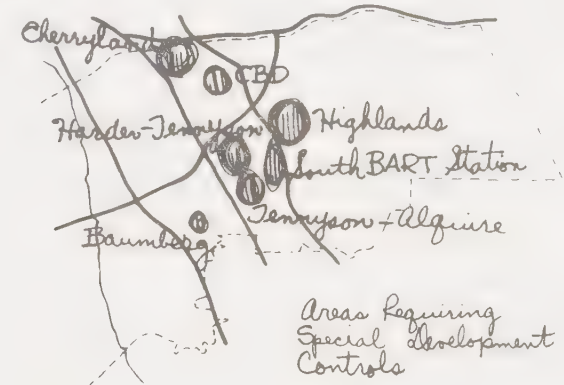
- Circulation: Another factor involved in determining where a community's population will seek housing is the location of its transportation facilities. Thus, in general, this plan proposes its higher density residential development near its proposed free-ways and rapid transit stations. Likewise, in those areas where transportation facilities are more sparse, the residential densities proposed are lower than might otherwise be expected. An example is the area adjacent to the State College proposed to be developed at "medium" rather than "high" density.

- . Amenities: The visual amenities of an area are another factor to be considered in the selection of lands to be used for residential purposes. Thus, the hill areas are proposed to be partially developed with residences on large lots even though the costs of such development exceed those involved in the more level areas of the City.



- . Topography: Development costs in the hilly areas have been largely responsible for generally containing of the City's development in the flatland areas. With the decreasing availability of land, however, and the continuing demand for attractive, low density housing, it is expected that an intensification of the development in the hill area will occur.
- . Zoning and development controls: Through the use of zoning and other development controls, the City will shape its future residential growth. While it is not expected that these tools can or will be used to accomplish new types of

development which could not otherwise be expected to occur, they will be used to control residential densities and development design where the protection of the public requires their use. Thus, in the hill areas and those areas around the State College, density controls will have to be exerted to prevent the overcrowding of the envisioned circulation system. Likewise, in the Harder-Tennyson Area, design controls must be used to improve the quality of the environment in this area. (See Generalized Zoning - 1970, page 46)



FUTURE POPULATION

Based on population projections prepared by the Alameda County Planning Department and adjusted to reflect planning area boundaries assumed by the City, Hayward will have a population of approximately 230,000 by 1990. Estimates of the number of people that could reside in the plan's proposed residential areas indicate that if the community develops

as proposed, it will have a holding capacity in 1990 of approximately 234,000 persons west of Fairview Avenue. If some development in the area east of Fairview is assumed, the difference between the holding capacity of the plan and the population projection would be large enough to provide ample housing stock to permit future residents of this community a broad choice in available residences.

TRENDS IN FAMILY SIZES

As indicated by present trends, the plan generally assumes smaller family sizes in 1990 than now exist. There is a tendency toward smaller family sizes in general. Also, family sizes in multiple family structures tend to be smaller than those in single-family dwellings and this plan proposes that more than half of the planning area's housing unit supply will be at densities of less than 5,000 square feet of lot area per dwelling unit or at densities which are presently associated with multiple family structures. Another factor is that family sizes tend to get smaller as a community matures. Thus, while the number of housing units in the Hayward Planning Area is expected to increase from 37,006 in 1960 to 71,700 in 1990 (94%), the population is expected to increase only 76% from 130,931 to 230,000.

However, assumptions involving only average household sizes do not provide all of the information required concerning the community's future households. In order to calculate the amount of land available for

housing units in areas planned for residential uses, the plan must deduct acreages that will be required for schools and other facilities and not be available for housing. Thus, not only are estimates of family size required but also assumptions concerning the age composition of those families and the number of children that will be attending school per household.

Based on the assumptions in Table I at the end of this section, age specific estimates of the planning area's 1990 population were made which indicate that, while future households will generally contain fewer persons of all ages, the largest reductions will occur in the number of younger school-aged persons per household. More specifically, these calculations indicate the following changes in household sizes and in the age composition in those households:

<u>Age Group per Household</u>	<u>Average 1960</u>	<u>Average 1990</u>	<u>Percent Change</u>
All ages	3.72	3.24	-12.9
0- 4 (Pre-school)	.57	.48	-15.8
5-11 (Grades K-6)	.70	.57	-18.6
12-13 (Grades 7-8)	.18	.16	-11.1
14-17 (Grades 9-12)	.20	.18	-10.0
18 and above	2.08	1.86	-10.6

T A B L E I

AVERAGE NUMBER OF PERSONS PER HOUSING UNIT, 1990, BY AGE GROUPS
 ASSUMED FOR ESTIMATING COMMUNITY FACILITY ACREAGES-AND POPULATION HOLDING CAPACITIES¹

<u>Residential Densities</u>		<u>Persons per Housing Unit</u>	<u>Ages 0-4</u>	<u>Ages 5-11 Grades K-6</u>	<u>Ages 12-13 Grades 7 & 8</u>	<u>Ages 14-17 Grades 9-12</u>	<u>Ages 18 and Over</u>
<u>Categories</u>	<u>Sq. ft. per Housing Unit</u>						
Suburban	10,000 or more	3.4	.40	.55	.20	.25	2.00
Low	5,000-10,000	3.6	.50	.65	.20	.25	2.00
Medium	2,500- 5,000	3.3	.55	.65	.15	.15	1.80
High	Less than 2,500	2.2	.30	.20	.05	.05	1.60

1. Based on 1960 Census data, Bureau of the Census National Projections, Alameda County Planning Department, Eden Planning Unit Intern Plan and anticipated local conditions.

T A B L E I I
FORECASTED 1990 RESIDENTIAL ACREAGES, HOUSING UNITS,
AND POPULATION HOLDING CAPACITY

<u>Residential Densities</u>		<u>Measured Acres</u> ¹	<u>Net Resid. Acres</u> ^{1,2}	<u>Average Housing Units per Net Acre</u> ³	<u>Housing Units</u>	<u>Population per Housing Unit</u> ⁴	<u>Population Holding Capacity</u>
<u>Categories</u>	<u>Sq. Ft. per Housing Unit</u>						
All Densities		13,150	8,815	8.0	70,448	2.609	183,799
Suburban	10,000 or more	3,454	2,644	2.7	7,143	3.10	22,143
Low	5,000-10,000	5,911	3,710	7.3	27,071	3.10	83,920
Medium	2,500- 5,000	3,053	1,962	11.6	22,762	2.19	49,849
High and Downtown	Less than 2,500	732 ⁵	499 ⁵	20.3 ⁵	13,472	2.07	27,887

1. Measured residential acres are the acres of land devoted to residential purposes as represented on this plan. Included in this figure are the individual residential building sites; all streets, except freeways, that run through these residential areas; the churches, lodges; firehouses; libraries; and similar facilities normally situated in residential areas and the miscellaneous other uses that require residential land such as flood control channels, rapid transit, railroads, etc.

Net residential acres include only the acres of land available as residential building sites and exclude all of the other uses included in the measured residential acreages. To derive the net residential figures, estimates of the quantity of land required for all the residential related uses other than for building sites are made and these estimated acreages subtracted for the actual measured acres.

2. Community facility acreages subtracted from the measured residential acreages were based on the standards presented in General Policies Plan Supplement 1 and adopted City street standards and varied for each assumed residential density within the density categories given.
3. Derived averages. Various residential densities within the individual categories were assumed for each of the residential land use proposals.
4. Adjusted population per housing unit forecasts.
5. Does not include downtown data.



PART 6

CONCLUSION

Cities usually act to solve well recognized and well defined problems. Roads are widened to relieve traffic jams; schools are built to overcome crowded conditions. To prevent and overcome development deficiencies in Hayward, this community must plan for its future and make provision for the facilities recommended by its plans.

Hayward is now faced with a number of development opportunities and challenges. In terms of industrial needs, the City will have to continue to promote its industrial development for purposes of promoting its economic security and providing job opportunities for more of its residents. In the Central Business District, the City will have to take strong, positive action to protect the community's investment in this district and to preserve and enhance the environment it

offers. In the rest of the City's commercial areas, action will be needed to improve efficiency and appearance of existing developments. While the residential sections of this City are basically sound, a general concern regarding the appearance and future design of these areas is warranted. Where community facility deficiencies do exist in these residential areas, positive actions will have to be taken to eliminate these problems before they cause permanently blighted neighborhoods.

In the past, the City's growth rate has required the community to concentrate its resources on providing basic necessities for urban development. If Hayward's future is to be something more than just an extension of the suburban development in the East Bay, it will have to promote its identity by

improving its general environment. At present, cultural and recreational facilities are generally lacking and will have to be supplemented, problems related to traffic congestion overcome, and an improved general community appearance achieved.

In the past, development trends have failed to recognize and preserve the natural amenities and ecology of the areas in which this growth has occurred. To improve the appearance of future development, preserve open space, and provide the recreational opportunities which are presently needed, this disregard for the natural resources of this community cannot be permitted to continue. To both the east and west of the present urban areas of the City, large acreages of naturally beautiful land remain undeveloped. For the City to capitalize on the potentials of these areas, it must harmonize any future development with the existing ecology of these areas and must be mindful of the community's need for open space and recreational lands.

PART 7
GENERAL POLICIES PLAN
SUPPLEMENT 1
PRINCIPLES AND STANDARDS FOR PLANNING COMMUNITY FACILITIES

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PRINCIPLES FOR PLANNING - PARK SERVICE AREAS
AND SITE LOCATIONS¹

I. General

A. Characteristics of the System

There should be a balanced, unified, local park and recreation area system offering a variety of recreation opportunities to all residents.

1. The physical system of park and recreation areas and facilities should provide a variety of active, passive, and cultural recreation activities, serving all age groups and organized activity groups, and adaptable to changing needs and desires.
2. Sufficient and appropriate areas for all types of parks and recreation facilities and services of local significance and use should be allocated so that such areas will be conveniently located. Since active and passive recreational activities conflict with each other, there should be separate areas provided for each of these types of activities.
3. Public recreational opportunities and facilities should be made available primarily as a part of a public park and recreation system and also through the utilization of recreational facilities located on

publicly owned school sites when those facilities are not required for school functions.

4. The recreational facilities and programs provided for by the public park and school system should be coordinated with:
 - a. Recreation areas and facilities established by other semi-public agencies and private concerns.
 - b. Large parks and special recreation facilities developed through district, regional, state or federal programs.

B. Components of the System

1. The local park and recreation system includes private tot lots, local parks, and portions of school sites used for playgrounds.
 - a. There are basically two types of local parks. The first, while being primarily passive recreational facilities, should provide recreational opportunities for all age groups, including tot lot facilities for the very young and facilities for active sports when the park site is not adjacent to a

1. Constitutes portion of the City's Recreational Element, as referenced in Section 11546 of the Business and Professions Code
Council Resolution 74-180 6/11/74

school ground equipped for these activities. The second type of local park, although still functioning in a passive nature, is primarily intended to provide the recreation program activity for a larger service area within the Planning Area. Thus, this facility should provide space for both outdoor and indoor recreational activities offering a variety of programs for all age groups, as well as the following desirable features: a local recreation center; off-street parking lot; turfed open area for informal play; softball field night-lighted for evening use; multi-purpose all-weather courts for tennis, volleyball, etc., night-lighted for teen and adult use; landscaped area for passive recreation; picnic and barbecue area and shelters; and pre-school childrens' play area (tot lot).

- b. School grounds provide physical education areas for a variety of sports and should be considered a primary source for active, local recreation opportunities. Tot lot facilities located on school grounds should be available for public use both during and after school hours.
- c. Tot lot facilities should be developed to supplement the

recreational opportunities available to pre-school children at their place of residence and established on local parks and school grounds. Private tot lot facilities are required in conjunction with the construction of multiple-family housing projects and as part of private recreation areas for residential subdivisions.

- 2. In areas where few pre-school children are expected to reside, it may be advisable to locate park facilities adjacent to school grounds, thus establishing a local recreation center. When these facilities are located adjacent to each other, areas for active recreational functions, which must otherwise be provided on local parks, can be adequately provided on school grounds. Since this procedure also increases the average distance a person must travel to reach a recreational facility, these centers should not be established in areas where concentrations of pre-school children are expected. Recreation centers contain a school tot lot for pre-school children, a playground, a recreation building, and a local park. Local parks and recreation areas should provide sufficient space for outdoor and indoor recreation activities and facilities to serve frequently

occurring recreational needs of all age groups.

II. Service Areas

- A. For local parks to serve their function, they must be within easy walking distance to the population they serve.
- B. Service areas for local parks should not cross long-term, recognizable school attendance boundaries and should not be split by major traffic carriers or other physical boundaries or safety hazards and should be of such a size and configuration that the park serving the area will be within walking distance of the residents being served by that facility.
- C. Sites for recreational facilities should be selected to provide the best service possible to the population expected to use the proposed facilities.
- D. Tot lot facilities are intended to supplement the recreational opportunities available to pre-school children at their place of residence. As such, they should be close to these residences so that parental supervision can be easily provided for the various play activities. In no case can a tot lot facility be separated from the residences it serves by a major traffic carrier or other physical boundary or by a safety hazard.

III. Relation of Site to Service Area

The park or other recreational site should be related to the area it serves in the following ways:

A. Location

Local parks and tot lots should be near the center of the area they are intended to serve.

B. Size

Park sites and special recreation centers should be large enough to provide adequate space and facilities for those persons residing within their service areas.

C. Accessibility

- 1. Circulation - All inhabitants should be able to walk to and from local parks and tot lot facilities. So that children of school age may go to a local park unescorted, they should not have to cross a major street, topographic barrier, or railroad tracks.
- 2. Direct pedestrian access between adjacent properties and tot lots should be provided. Minor streets should give access to local parks.
- 3. Physical barriers should not separate either local parks or

special recreation centers from surrounding residential areas. Sites that would involve hazardous travel conditions such as no sidewalks, dangerous intersections, unpopulated areas, business or industrial areas to be traversed, railroads, etc., should be avoided.

IV. Site

Local park and other recreational sites should have the following characteristics:

A. Location

1. Tot Lots - Tot lot facilities should be located adjacent to the residents they serve, either as an integral part of a playground, local park, or large recreation facility. Although primarily for passive recreation, local parks should provide tot lot facilities for pre-school children. Where tot lot facilities are not already provided on adjacent park property, play facilities for pre-school children should also be provided on elementary school sites. On multiple-family residential sites or in private recreation areas established for residential subdivisions, tot lots should be centrally located in an area which is both easily supervised and removed from traffic and other safety hazards for the very young.

2. Local Parks and Elementary School Grounds - Active recreational facilities for school age children should be provided on playgrounds on the individual school sites and on local parks when separated from such school sites. School buildings should serve as local recreation centers by providing space for indoor facilities.

B. Physical Features

1. Parks and tot lots should be located on sites incorporating appropriate conditions relating to topography, soils, drainage, access, location, and configuration.
2. If natural features such as streams or wooded areas, or public easements for power lines or other utilities are available, they should be considered for local parks, even if they are not in the center of the service area.
3. The following should be available:
 - a. Adequate space to achieve the purposes of each of the recreation areas.
 - b. Adequate off-street parking facilities.
 - c. Terrain suitable for the intended uses.

C. Environment

Tot lots and local parks should be located in residential areas providing a safe, healthful, and pleasant environment.

D. Cost and Value

Park sites should be purchased at a reasonable price in relation to the value of land and to the cost of other sites in the immediate area.

E. Perpetuity of Use

Recreation parks should be lands dedicated and held inviolate in perpetuity, protected by law against diversion to non-recreational purposes and against invasion by inappropriate uses.

STANDARDS FOR PLANNING - SERVICE AREAS AND SITE REQUIREMENTS
FOR LOCAL PARKS AND TOT LOTS^{1,2}

	Service Area		Minimum Site Size	Minimum Area Requirement
	Population or Housing Units Served	Equivalent Standard		
Private Tot Lots ^{3,4}	Required in conjunction with the construction of four or more housing units on a single building site or the construction of a private recreation area for a residential subdivision	4-100 housing units	800 sq.ft.	200 sq.ft. per dwelling unit
Local Parks	Should be within easy walking distance for all persons (including tots and senior citizens) served by these facilities	831-4,000 persons	3 acres ⁵	3.61 acres per 1,000 persons ⁶

1. In addition to the above, recreation facilities are also provided on playgrounds located on school sites and on planning area-wide and recreation facilities, as well as state and federal recreation and open space areas.
2. Park and tot lot needs should be based upon the maximum expected housing densities which could be established in an area based on land use proposals incorporated in the plan, or when related to park and tot lot needs for a particular development proposal, the housing units to be included in that project. To calculate the expected population on which local park needs are based, projected housing units should be multiplied by the person-per-household factors included in this plan for the residential densities to be established.

Residential Densities		Persons Per Household Assumed in This Plan	Square Feet of Local Parks Per Housing Unit at 157 sq.ft. Per Person (3.61 acres/1,000 persons)
General Policies Plan Designation	Equivalent Square Feet of Building Site Per Housing Unit		
Suburban	10,000 or more	3.4	535
Low	5,000-10,000	3.6	566
Medium	2,500- 5,000	3.3	519
High	2,500 or less	2.2	346

3. For developments limited to adult occupancy, space shall be reserved for the installation of tot lots, should the need arise.
4. Tot lots should also be located on every local park and elementary school playground. When located on a school site, tot lot play areas should be separated from school equipment and should be available for public use both during and after school hours.
5. This three-acre minimum standard is not adequate for a local park containing special recreational facilities.
6. Alameda County standards

PRINCIPLES FOR PLANNING - SCHOOL ATTENDANCE AREAS AND SITE LOCATIONS

I. General

There should be a balanced system of educational facilities and programs designed to offer quality educational opportunity to all age groups and designed to provide equal and integrated educational programs and facilities for all ethnic groups.

- A. At the local level, the school system should provide educational facilities and programs from the preschool level through junior college, with adult education courses offered through the high schools.
- B. School facilities should be designed to meet the needs of an ethnically balanced attendance area.
- C. Schools, whenever possible, should be part of an integrated complex of public facilities including such things as parks, playgrounds, branch libraries, and community centers. Such a complex would serve as a community's center and would provide for the immediate educational, cultural, and recreational needs of the surrounding area.
- D. Every public school building and grounds should serve as a gathering place where parent-teacher associations, youth groups, clubs and associations formed for recreational, educational, political,

economic or artistic activities may engage in supervised recreational activities and may meet and discuss subjects and questions which pertain to their educational, political, economic and artistic interests.

- E. School grounds should supplement the recreational opportunities available to those persons living within the individual school attendance areas and should be open to the general public when not used for school functions.
- F. To supplement City library facilities, school libraries should be staffed and made available to students and other interested persons at times when the school does not use these facilities.

II. Attendance Area

- A. School sites and attendance areas should be based upon the projected future populations. Sites should be selected in relation to the attendance areas proposed to serve the distribution of population when the land is fully developed. Until this point is reached, attendance area boundaries may have to undergo a series of adjustments as the development of the community may require.
- B. School sites, school sizes, the number of classrooms, range of grades, attendance areas, etc., should be related to

the geographic and population characteristics of attendance areas. Schools with varying combinations of grade-range facilities should be considered where population densities or distance students must travel make them advisable. Variations of this type should also be considered as a way of balancing the racial-social-economic composition of an existing or projected student body.

Variations from the principles and standards continued in this section should also be considered as a way of taking advantage of future advances in educational procedures involving such things as ungraded schools, teacher resource sharing, etc.

- C. Attendance areas for schools serving primary or elementary level students (grades K - 6) should not be split by major traffic carriers or other physical boundaries or safety hazards and should be of such a size and configuration that the school serving the area will be within walking distance of the children attending that facility.
- D. Attendance areas for schools (grades 7 - 12) should be (1) bounded by, but not split by, such major physical boundaries as a highway, freeway, railroad, river, or major industrial or commercial land use; (2) the service area of a secondary school should be integrated with and, whenever possible, be the same as the service area of the adjacent park; and (3) attendance areas

of secondary schools should include whole, rather than partial elementary school attendance areas.

III. Relation of Site to Attendance Area

Although minor variations may be required to balance the ethnic composition of a school student body or to take advantage of improvements in the educational procedures, individual school sites should be related to the areas they serve as follows:

- A. Location: Near the center of the attendance area proposed for the fully developed community.
- B. Size: School sites should be large enough to provide adequate space for the enrollment expected within the attendance area.
- C. Accessibility:
 - 1. Circulation: Primary or elementary level students should be able to walk to and from school without having to cross major streets or railroad tracks. Secondary school students should be able to walk in a reasonably short time.
 - 2. Pedestrian access to elementary schools should be via minor streets and pedestrian walkways, vehicular access should be provided on collector streets; secondary school

sites and junior colleges should be close to major roads and public transportation lines.

3. Physical barriers such as railroads, freeways, commercial and industrial developments or abrupt changes in topography should not separate school sites from surrounding residential areas.
4. Access routes to every elementary school site should be located in a safe, pleasant, residential environment.

IV. Site

School sites should provide the following:

A. Physical Features:¹

1. Adequate space for instructional, administrative, and auxiliary services.
2. Playgrounds and other recreational facilities aimed both at the student and the residents of the neighborhood.

3. Adequate off-street parking and loading facilities.
4. Adequate space for landscaping.
5. Flat terrain for play areas, recreational fields, etc.
6. Safety from drainage problems, slides, or other physical hazards.
7. Proximity to and coordinated with local park facilities.

B. Environmental Characteristics

1. Predominantly residential location, safe and healthful conditions.
2. Freedom from noise, obnoxious odors, and other disturbances.

C. Availability of Public Services and Facilities

1. Adequate water, gas, telephone, sewer, and electrical service.
2. Adequate police and fire protection.
3. Accessibility from public transportation.

1. For the implementation of these principles, standards of the California State Department of Education should be consulted. See: School Site Analysis and Development, California State Department of Education, Sacramento, 1966.

D. Costs and Value

1. A reasonable price in relation to value of land and to cost of other sites in the area.
2. A reasonable reduction in the tax base caused by the removal of the site from the tax rolls.

STANDARDS FOR PLANNING - SCHOOL ATTENDANCE AREAS AND SITE LOCATIONS

Grades	Number of Classrooms	School Enrollment	Elementary Schools				Junior High	Senior High
			Kindergarten	1-6	1-3	4-6		
Attendance area, by travel distance in miles ¹			1/4 optimum 1/2 maximum				1 optimum 1-1/2 maximum	1-1/2 optimum 2 maximum
School site requirements in acres by number of classrooms or enrollment ^{2,3}								
Kindergarten, Elementary and Junior High School								
Schools with fewer than seven classrooms	1 2 3 4 5 6		.3 .5	1.6 1.8 2.0 2.7 3.3 3.7				
Schools with more than six classrooms		Up to 75 75 to 150 151 to 300 301 to 450 451 to 600 601 to 750 751 to 900 901 to 1,050 1,051 to 1,200			1.1 1.6 2.7 3.9 4.6	1.8 3.3 5.8 8.0 9.9	2.9 4.4 6.7 8.1 10.6 11.3 13.3 13.9 16.7	
Senior High School		Up to 400 401 to 600 601 to 800 801 to 1,000 1,001 to 1,200 1,201 to 1,400 1,401 to 1,600 1,601 to 1,800 1,801 to 2,000 2,001 to 2,200 2,201 to 2,400						17.3 21.4 25.7 29.1 31.3 34.2 36.1 39.7 41.6 44.6 46.5
Off-Street Parking ⁴			1.2 spaces for each employee				1 space for each 4 daytime students	

1. Derived from California State Department of Education and school district policy.
2. Based on School Site Analysis and Development, California State Department of Education, Sacramento, 1966. The suggested school site acreages are based on the total land required for all facilities including land for buildings, parking, and outdoor physical education spaces. For acreage requirements for the individual uses of the site, see source document. For acreage requirements for schools which combine elementary schools with junior high schools, or junior high's with senior high's, consult this publication also.
3. The acreage requirement for an elementary school containing a combination of grades included in several of the above sub-elementary level grade groups (i.e., Kindergarten, 1-6, 1-3, and 4-6) equals the sum of the acreage requirements for the expected enrollment in each of the sub-elementary grade groups.
4. City of Hayward Off-Street Parking Regulations.

PRINCIPLES FOR PLANNING - BUSINESS AND
COMMERCIAL SERVICE AREAS AND SITE LOCATIONS

I. General

There should be a balanced system of business and commercial facilities to provide for the public's needs for goods and services, for certain types of employment opportunities, and as a source of tax revenue to pay for public services and facilities.

A. Business and commercial areas, no matter how many people they serve, should be compact, and the commercial establishments clustered into functional groupings of related and/or interrelated businesses. To accomplish these objectives:

1. Adequate amounts of well-located, well-designed commercial land must be planned for and provided to meet both existing and future business needs.
2. Commercial activities should be convenient to, but not fronting directly on, major transportation routes.
3. Commercial activities should be functionally designed and attractive in appearance to provide a pleasant business environment for the people working and shopping in these establishments.

B. A functionally balanced and compact system of commercial facilities should provide:

1. Convenience Commercial Centers: Such centers should provide small convenience shopping facilities to complement residential areas and to provide a source of goods and services frequently purchased.
2. Central Business District: This district should provide financial, professional, business, cultural, entertainment and specialized services and retail facilities for City-wide and regional uses and for concentration of comparative shopping facilities.
3. Central Business Service Commercial: To provide supporting commercial activities for the office and retail activities contained in the Central Business District.
4. Special Use Centers: To serve those businesses which provide the public with interrelated sets of goods and/or services and whose sale is best accomplished within a center specially designed for this purpose.
5. Thoroughfare Commercial: These areas provide for groupings of service establishments

accommodating automobile travelers in areas convenient and adjacent to major routes of travel and where safe and efficient movement of traffic will not be impaired.

II. Service Area (or Market Area)

A. Convenience Commercial:

1. Sites for local business enterprises should be selected in relation to service areas proposed to serve the distribution of population when residential development is fully built up in the service area. No shopping center service area should overlap another shopping center service area.
2. The service area of a Convenience Commercial shopping center should include approximately the area of several K-6 elementary school attendance areas.

B. The service area for Central Business District Commercial, Central Business Service Commercial, and Special Use Center Commercial is that of the entire planning area.

C. Thoroughfare Commercial facilities provide a service to the general motor-
ing public and, therefore, only those persons traveling on a specific right-of-way.

III. Relation of Site to Service Area and to Adjacent Land Uses

A. Location

1. Convenience Commercial Centers: In order to improve their accessibility, Convenience Commercial Centers should be located near the center of the area these facilities are proposed to serve.
2. Central Business Service Commercial should be located adjacent to the Central Business District it serves.
3. The location of Special Use Centers will depend on the particular function it serves. A center specializing in building supplies for home use might best be located on the City's periphery, while a medical center would be better located in the CBD or another area which is adjacent to a population center.
4. Thoroughfare Commercial facilities: Thoroughfare Commercial facilities should be located adjacent to a freeway interchange or along the City's major thoroughfares carrying through-City traffic.

B. Size

Business activities should be clustered into concentrations of similar and

related business activities. Adequate space must, however, be provided for projected future commercial needs. In order to reduce the walking distance between competitive and complementary businesses and as a way of enhancing the attractiveness of commercial areas, activities should be concentrated into attractive modules of commercial development. Likewise, if enough commercial land is not provided to meet future community needs, future business development not needed for thoroughfare commercial purposes will be located in inappropriate places such as along the City's major thoroughfares.

C. Accessibility

Commercial sites should be directly accessible from all portions of their service area:

1. Convenience Commercial Centers should be so located that they will provide every resident with reasonable accessibility to their shopping facilities. As such, these centers:
 - a. Should be located near routes which are capable of linking these centers with all parts of their service area.
 - b. Should not be located so that points of ingress and egress conflict with traffic at street

intersections or grade separations.

2. The Central Business District, Central Business Service Commercial, and Special Use Centers should be made accessible to major City arterials and should be served by rapid transit and other public transportation facilities capable of providing easy access to and through these areas.

- a. In the Central Business District, arterials providing access to this district should route traffic to parking lots located on the fringe of this area or to multi-level garages which are designed to store large numbers of vehicles without providing a visual or physical barrier to pedestrian movement in this district.

Streets which are intended to provide access to the Central Business District should not also be designed or intended for use by through-City traffic.

- b. Central Business Service Commercial and Special Use Centers should be served by major arterials designed to accommodate both inter-City and truck traffic. To prevent traffic congestion on these routes, these commercial

activities should be clustered into centers and the number and location of access points from these routes carefully controlled.

- c. Thoroughfare Commercial facilities should have limited access to the routes they serve. Wherever possible, access to these facilities should be via frontage roads or from appropriate side or back streets.

D. Effect on Environment

1. Convenience Commercial Centers

- a. Convenience Centers should be located away from elementary schools where the traffic these commercial facilities generate will not interfere with the safety or movement of students going to or coming from school.
- b. To protect the commercial environment in these centers and the adjacent residential environment, landscaping should be provided around the perimeter of Convenience Commercial Centers.
- c. In suburban and low density areas particularly, Convenience Commercial Centers should be made more accessible via public transportation.

2. The Central Business District and Central Business District Service Commercial:

- a. Parking lots and service commercial uses intended to support the primary commercial, governmental, cultural, and recreational activities of the CBD should be located adjacent to the center of this pedestrian-oriented district.
- b. To take advantage of both the employment opportunities and goods and services offered in the Central Business District, high density residential uses should be located adjacent to the CBD.

3. Special Use Centers and Thoroughfare Commercial: These commercial activities should be located in areas having convenient access to main thoroughfares and should not infringe on residential districts and environments.

IV. Site

A. Physical

- 1. Within each commercial district or center, sufficient space should be provided to meet both the needs of present and projected development. These commercial districts and

centers should include space for the following:

- a. Stores, offices, and other commercial activities
 - b. Separation of vehicular and pedestrian traffic
 - c. Adequate, convenient off-street parking and truck loading facilities
 - d. Landscaped buffer zones between adjacent, unrelated land uses and these commercial districts and centers
 - e. Landscaped malls and walkways in pedestrian-oriented areas
 - f. In the Central Business District, cultural, governmental, and recreational facilities
 - g. In the Central Business District, high density multi-family residential developments
2. To provide for easy internal pedestrian and vehicular circulation, commercial districts and centers should be either level or gently sloping.

B. Environment

1. Commercial centers and districts should provide pleasant business

environments suited to the particular type of commercial activities conducted in the area.

2. Commercial areas should be compact and the business contained therein, functionally related in groups of mutually beneficial activities.
 3. All commercial areas should be free from unrelated vehicular traffic, and in retail office areas, ease of pedestrian movement should not be interrupted by either street or parking facilities.
 4. The environment in the Central Business District should reflect the vital character of the City and should be suitable not only for the commercial interests found in this area but also for the cultural, governmental, recreational, and residential facilities proposed.
- #### C. Availability of public services and facilities:
1. Site should be close to or easily accessible to utilities, water, sewer, gas, and electricity.
 2. Site should be within an area served with adequate police and fire protection.

STANDARDS FOR PLANNING - CONVENIENCE COMMERCIAL CENTERS
SITE LOCATIONS AND SERVICE AREAS

Hayward, California

Factors	Convenience Commercial Shopping Centers
Service Area ¹	
Distance (radius)	1 - 3 miles or 5 - 15 minutes driving time
Number of people	3,000 - 20,000
Size of Site	
Acres	
Total ²	3 - 20
Number per 1,000 persons ³	.7 - 1.2
Number of establishments ²	5 - 20
Square feet of floor area in all establishments ²	20,000 - 75,000

1. F. Stuart Chapin Jr., Urban Land Use Planning, Urbana, University of Illinois Press, 1965, p. 441.
2. Countywide Land Use Summary, Santa Clara County, 1965, County of Santa Clara Planning Department, January 9, 1969.
3. Based on 1965 City of Hayward land use survey and population estimate and corroborated by material published in Chapin, loc. cit. From this material, there is a City-wide average of one acre of convenience commercial per each 1,000 residents.

PRINCIPLES FOR PLANNING - LIBRARY SERVICE
AREAS AND SITE LOCATIONS

I. General

There should be a public library system serving the entire City and offering a readily available, varied, and well-balanced selection of material so that all persons residing within the area can:

Educate themselves continuously

Keep pace with progress in all fields of knowledge

Become better citizens

Become more capable in their daily occupations

Develop their creative and spiritual capacities

Appreciate and enjoy works of art and literature

Make such use of leisure time as will promote their personal and social well-being

Contribute to the growth of knowledge

Such library systems should be composed of various functional types and/or levels of library units, and should also call upon the total reservoir of special materials and other facilities in the State.

The various levels of library units should be:

A. A Central or Main Library

A central library should contain a comprehensive core collection of reference, reading and other material for direct public use and to supplement the material in the library sub-units.

B. Local or Branch Libraries and Bookmobiles

1. Branch libraries will vary in size, area served, service to the public, and depth and scope of material housed.
2. Branch libraries in high density areas and bookmobiles in less densely populated areas should have on hand subjects and titles in popular demand for persons not living within easy access to the main library unit.
3. The central library should also provide for local library needs in adjacent areas. Branch libraries should obtain material from the central library.
4. Bookmobiles should serve as mobile branch libraries, extending the library service to remote or low density areas.

5. The City's public library system should be coordinated with library activities of other public and/or private local, regional, or state agencies such as schools, colleges, and universities. Every effort should be made to establish and maintain reciprocal agreements with other jurisdictions without loss of autonomy so that service can be freely available at any library outlet in the area, regardless of place of residence.

II. Service Area

The service area should be the first criterion for the selection of a library site:

- A. The central library, housing the largest and most diverse collection of material, should serve the entire area encompassed by the system directly and indirectly through its branch units.
- B. Branch libraries with collections of reference and recreational materials should serve sub-areas within the City that are not within easy motoring, cycling, or walking distance from the main library. The size of branch library service areas should be small enough to allow easy reach by car, bicycle or walking.

- C. There is no minimum service area for a bookmobile stop. Location of stops are determined by such factors as distance from the nearest stationary library unit, population of surrounding areas, and topography of the terrain.
- D. Sites and service areas for both the main library and its various branches should be determined on the basis of an overall long-range plan. Sites for branch libraries should be selected in relation to service areas proposed to serve the distribution of population when the land is fully developed.

III. Relation of Sites to Service Area

The library site should be related to the area it serves in the following ways:

A. Location

Within the limitation of other site requirements, every library should be as near as possible to the center of the service area, as close as possible to the highest concentration of population in the service area, and, whenever feasible, within proximity to such centers of high activity as shopping centers or central business districts.

B. Size

A library site should be of a size necessary to provide adequate space for all facilities and services for optimum use.

C. Accessibility

The most important criterion of a library site is its ready visual and physical accessibility to all residing within the area to be served.

1. Central Library

Since the central library serves the entire area covered by the library system, it should be accessible to every resident in the area. Therefore, a desirable location would be in a centrally located major business district, or a centrally located major cultural center. It is assumed that both of these locations would be readily accessible by motor vehicle as well as by public transportation and would have sufficient space for parking.

2. Branch Libraries and Bookmobiles

- a. Branch libraries should be easily accessible by foot, bicycle and motor vehicle and, where possible, should be close

to a transit stop. They should be located where a variety of community and commercial facilities attract the residents of the service area. Libraries can provide harmonious transition between commercial and residential development.

- b. In rural and other areas where the density of population is so low that a branch library is not feasible, bookmobile stops should be provided at sub-centers containing commercial activities or community facilities which are within reach of all persons in the surrounding area.

IV. Site Characteristics

A. Physical Features

1. The library site should have adequate space to meet existing and future needs.
2. Off-street parking for motor vehicles and bicycles
3. Landscaping
4. Future expansion which might be required by:
 - a. Unanticipated increased number of persons in service area

- b. Introduction or increase in new type facilities and services such as closed circuit T.V., phonograph records, art gallery

Saving in site cost may be false economy.

B. Environment

The library site should be prominently located, appropriately identified, adequately lighted, and in pleasant surroundings.

C. Availability of Public Services and Facilities

The following services and facilities should be available:

1. Adequate water, gas, electricity, and telephone service
2. Adequate police and fire protection
3. Accessibility from public transportation

D. Cost and Value

The site should be available for a reasonable price in relation to the value of land and to cost of other sites in the immediate area. However, since location of site is the primary factor, it is better to save on building cost rather than on site cost. A poorly located site will decrease library use and thus increase cost per library user.

STANDARDS FOR PLANNING - LIBRARY
SERVICE AREAS AND SITE LOCATIONS

	<u>Main Library</u>	<u>Branch Library</u>	<u>Bookmobile</u>
Service Area			
Population Size ^{1, 2}	100,000 or more	30,000 - 50,000	
Size of Area Served		10 - 15 minutes of travel time	
Size of Facilities			
Sq. Ft. of Building ¹	.5/capita	7,200 sq. ft. minimum ³	
Number of Books	1 - 2 books/person	20,000 minimum	3,500 minimum ²
Number of Seats	At least one seat/ 200 people up to 50,000 population, one seat/400 for portions above 50,000	60 minimum	
Off-Street Parking Spaces ⁴	One space for each 250 sq. ft. of gross floor area used for service to the public		

¹Public Library Service Equal to the Challenge of California, Cal State Library, Sacramento, 1966

²ASPO Advisory Service "Planning the Public Library", Report No. 241, December 1968

³Add 800 sq. ft. if building is to include a meeting room

⁴The ratio of parking space per gross floor area is based on ratios used by neighboring communities in which library facilities provide adequate public parking

PRINCIPLES FOR PLANNING - FIREHOUSE SERVICE AREAS AND SITE LOCATIONS¹

I. General

Fire fighting equipment and companies of men should be sufficient in number and adequately distributed throughout the planning area to assure:

- A. Quick response to all calls by the "first-due" company
- B. Prompt availability of the necessary additional number of companies for serious and/or simultaneous fires.

II. Service Area

The primary service area of a firehouse is generally termed the "area of first response". This is a geographic area for which the firehouse is primarily responsible and in which a fire company will be termed the "first-due" company. Boundaries of an area of first response are determined by a maximum travel distance from the firehouse as established by the American Insurance Association. This service area should be the major determinant in site

location. In addition, however, men and equipment must cover adjacent areas during absence of neighboring companies, and also assist in extinguishing fires elsewhere in the City when necessary. Thus access to all portions of the planning area, as well as easy access to the area of first response, is essential.

- A. Firehouse sites and areas of first response should be determined on the basis of an overall, long-range plan. Firehouse sites should be selected in relation to areas of first response proposed to serve the distribution of land uses and population when the territory covered by the district or department is fully built up. Firehouses should be so located that no portion of the district or department's territory is outside an area of first response of at least one firehouse. Some overlap of first response is desirable.
- B. Topographic barriers such as ravines or ridges, traffic-way barriers such as freeways, or land use barriers such as large parks should serve as boundaries to areas of first response.

1. Alameda County, California, The Master Plan for Castro Valley, June 1961, and American Insurance Association, "Fire Department Stations - Planning the Location, Special Interest Bulletin No. 176", February 1963.

- C. Types and amount of equipment and men in each firehouse will be determined by the size of the area of first response and by the land uses, property values, types of construction, density and degree of development in the service area. The site should be selected with the recognition that as the area develops and densities increase, fire fighting facilities may have to change and increase accordingly.

III. Relation of Site to Service Area

Although intensity of existing and proposed development are important, ease of access should be the primary consideration in selecting a firehouse site:

A. Accessibility

1. Firehouses should be located on streets close to and leading into major or secondary thoroughfares.
2. Firehouses should be so located as to minimize delays caused by incomplete street patterns.
3. A firehouse should be near the center of its primary service area, measured in terms of driving time to the periphery of this area.

B. Land use

1. Firehouses should be convenient to high-value areas of commercial

or industrial districts, but not located in them unless such a location is necessary to maintain the required service area radius.

2. Firehouses should not be located disturbingly close to schools or parks, but should be close to major streets leading to schools.
3. Firehouses and their sites should be designed to fit in with their surroundings, including consideration of open spaces, off-street parking, landscaping and general appearances. These considerations are particularly important when the firehouse is located in a residential district.
4. In service areas which are residential, firehouses should be located in or near those sections which have the highest density.

IV. Site

Firehouse sites should have the following characteristics:

A. Physical features

1. The size of the site should be adequate to accommodate all functions and needs for the present and the future. Some of the functions listed below, such as training of men and testing

of equipment, may be supplemented by centralized facilities.

- a. Appropriate sleeping, eating, and recreation quarters for the total number of men to be housed at any one time
- b. Equipment
- c. Training
- d. Shops for maintenance of equipment and the several community service projects that have become customary for firemen to conduct
- e. Off-street parking for personnel
- f. Landscaping, particularly when firehouse is located in residential area
- g. Space for future expansion

2. Relation to adjacent street

- a. A firehouse site should not be located on a street where traffic congestion might interfere with the egress of fire equipment.
- b. Firehouse sites should not be located on "one-way" or divided streets which limit the directional movement of fire equipment.

- c. A site on the crest of a rise is preferable to one on the side or bottom of a slope. The run should begin downhill to gain speed quickly. Good sight distances, however, are more important than slope.

- 3. Topography in the immediate area should afford convenient egress and access to the site, and sight distances should be adequate for approaching traffic.

B. Availability of public services and facilities

There should be adequate water, gas, telephone, sewer, and electrical service.

C. Cost and value

- 1. A reasonable price in relation to value of land and to cost of other sites in the area should be sought.
- 2. Financial effects caused by removal of site from tax rolls should be considered.

STANDARDS FOR PLANNING - FIREHOUSE¹
SERVICE AREAS AND SITE LOCATIONS

	Engine Companies			Ladder Companies			
	Area of First Response in Miles	Companies Responding		Areas of First Response in Miles	Companies Responding		Size of Sites in Acres
		Inside Area of First Response	Outside Area of First Response		Inside Area of First Response	Outside Area of First Response	
Central Business District	3/4	2	1	1	1	1	3/4
Other Commercial and Industrial Areas	1-1/2	2	1	2	1	0	3/4
Medium and High Density Residential ²	1-1/2	2	0	2	1	0	1/2
Low Density Residential ²	1-1/2	1	1	2	1	0	1/2
Suburban Density Residential ²	4	1	1	4	1	0	1/2

1. American Insurance Association, "Fire Department Stations - Planning the Location, Special Interest Bulletin No. 176", February 1963.
2. As defined by this plan. See page 5-7 for average population and housing unit figures within each density range.

PRINCIPLES AND STANDARDS
FOR
PLANNING RESIDENTIAL DEVELOPMENT

(Excerpt from General Policies Plan adopted May 25, 1971)

PART 8
GENERAL POLICIES PLAN
SUPPLEMENT 2
PRINCIPLES AND STANDARDS FOR DESIGNING RESIDENTIAL DEVELOPMENTS

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PRINCIPLES AND STANDARDS FOR RESIDENTIAL AREAS IN HAYWARD

I. Introduction

The following residential principles and standards are divided into five main sections. Section II sets forth some criteria for determining which areas of the City should be used for residential purposes, what characteristics they should have, and the relationship between these residential developments and the uses of land that surround them. These principles for residential areas are similar in scope to the principles presented in previous sections of this supplement relating to community facility needs.

Sections III through V contain principles and standards for designing residential developments. Unlike the material prepared for community facilities, these principles and standards will be used primarily by private individuals to design or improve the community's residential environment and secondarily by City officials to assist with reviewing the procedures for proposed residential projects. The material in these later sections reflects the change in approach.

Section III sets forth certain basic principles of design that hold true for any residential design project, from as small as a single house on a single lot to as big as an extensive housing development designed for thousands of people on hundreds of acres. Some of these

principles concern proper scale relationships; privacy; and form, color, and texture. This discussion of these general residential design principles is intended to demonstrate that these principles must be part of the design process right from the beginning. In the long run, the success of a housing project will depend as much on these factors as on the more immediately insistent factors of location, cost, etc.

The discussion of principles in Sections III and IV will be most useful during the earliest stages of design. Sections IV and V are discussions of standards for lot-by-lot development and for planned unit development. These will be useful to the designer in the predesign and the design stages, and to City officials as well as the designer in the post-design stage as checks to measure the project against City standards. Site plan, open space, circulation, parking, landscaping, and provisions for maintenance are discussed under Site Design Standards, and under Unit Development Standards, circulation, spatial arrangement, open space and recreation facilities, and the relationship of the unit development to the surrounding neighborhood.

II. General Principles

A. General

There should be a well designed and located system of residential areas to provide comfortable, attractive, convenient housing for the residents of Hayward.

1. Adequate amounts of land must be provided in well located areas to meet the housing needs of existing and expected populations.
2. Housing units must be large enough to provide for the needs of families of all sizes.
3. Housing facilities and residential areas must be attractively designed and constructed.
4. There should be housing available within the financial capacity of every family.
5. All housing facilities should be adequately served by community facilities such as parks, schools, convenience commercial, churches, firehouses, libraries, etc.
6. Provisions for consistent and adequate maintenance should be made.

7. All housing facilities must provide a safe, healthy environment for their residents.

B. Residential Areas in Relation to Adjacent Land Uses

1. The relationship of residential areas to nearby amenities such as regional parks, the Bay, or hill areas, etc., should be considered.
2. All residential areas should be served by adequate collector streets and arterials, but should not be transected by them.
3. All residential areas should be adequately served by and convenient to convenience commercial centers and community facilities such as local parks, schools, and libraries.
4. Residential areas should be located away from areas of heavy industry and major commercial areas. If adjacency is unavoidable, steps should be taken to minimize the disadvantages.
 - a. Use landscaping to buffer the areas of conflicting uses.

- b. Use space as a buffer by increasing setback requirements.

C. Site Characteristics

1. Residential areas should be located so as to avoid geological hazards.
2. Natural features of the site, such as streams, rock outcroppings, slopes, major trees, etc., should be preserved and enhanced.

III. Underlying Principles of Site and Building Design

Building design problems are usually very specific in nature, relating to the particular and specific function of the building. The solution of the particular design problem should be handled by a professional on a detailed here-and-now basis. However, there are underlying principles which govern any type of design. Although site design (easier to discuss because the problems are usually generally similar--parking, landscaping, circulation) will be discussed separately, these underlying principles are as relevant to site design as they are to building design and should be kept in mind during that part of the discussion.

The primary purpose of design is, of course, to assure that the finished

product will be attractive, comfortable, and efficient. In many developments, especially those that were quickly thrown together, it is painfully evident that many of the subtler aspects of good design have been neglected. Some of these are form and proportion, scale, color and texture, and privacy.

A. Scale

Scale is essentially the relationship between shapes and sizes. "A space has a scale with respect to the observer himself, and either appears in touch with him and measurable by him, or takes on an awesome and super-human size." - Site Planning, by Kevin Lynch, MIT Press, Cambridge, Mass., 1962, p. 58.

The designer of spaces must manipulate not only sizes and shapes, but the combinations and/or repetitions of those sizes and shapes. For example, let us suppose that the abstract form  is the right size and shape living space for a family of four. Is  the right size and shape for four families of four? Probably not, because the original unit  is imperceptible in the combination of four units. If, however, four units of  are combined so that each is still identifiable within the combination, for example, , the "scale" of the original unit is not totally lost.

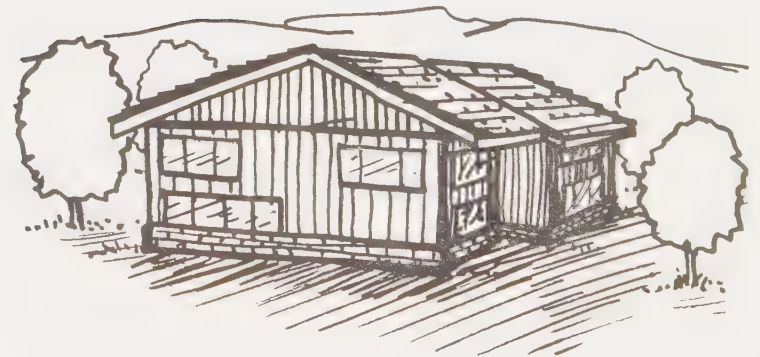
The following examples of various kinds of size and shape relationships are all discussed relative to man (the individual unit) in his residential environment.

There are several types of scale, none of which should be neglected.

1. The spaces must be in scale to people, their activities, their moods, and their personalities.
2. The spaces must be in scale to each other, to the site, and to the total building.
3. The building and site must be in scale to each other and to their surroundings, and most of all, to their users.

The most difficult problem is to keep large complexes of units all simultaneously designed and scaled to the individual person and his family. It will help to:

1. Visualize the three-dimensional environment of the occupant in his home, his neighborhood, and within the total complex.
2. Design the features of the building and site in detail.
3. Break up broad expanses of building and/or ground by varying the color and/or texture of surfacing material, creating focal points and emphasizing edges.



4. Break up massive, bulky structures through use of:
 - extending and/or indented balconies
 - oversize roof overhangs
 - varying roof slopes
 - recessed entrances
 - three-dimensional window treatment



- stairways that serve as attractive visual elements
- most of all, plant materials (Better still, do not create massive, bulky structures.)



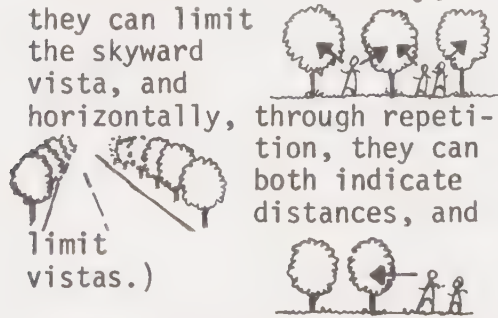
It is just as important to keep the open spaces in scale. This is easy to do if the open space has been planned right from the beginning. Some of the best ways to scale open space are:

1. Plan each part of the open space. Design each square foot of outdoor space as carefully as the indoor space. (In other words, neither bits and pieces of "left over" space nor open turf whose unvarying texture is dotted with occasional high-rise structures will be satisfactory.)
2. Size each open space according to the amount and type of use it will have.
3. Establish clear and definite boundaries. Do not let one type of open space run into another type. Separate them visually and/or physically.



4. Create focal points within the various types of open space. Put some outdoor toys and a sand lot in the children's play area, perhaps a cactus patch or a special rose garden near the entrance, and a grape arbor or a fish pond related to a general circulation path.
5. Limit vistas. This can be done by:

- a. Locating visual barriers at various near-to-far places. (Trees are excellent scale-establishers. Vertically, they can limit the skyward vista, and horizontally, through repetition, they can both indicate distances, and limit vistas.)



- b. Control views through controlling circulation. The single most important thing is never to let the entire complex be immediately and totally visible to the users.



Another way to create good scale relationships is through the use of transitional open spaces, spaces neither entirely in nor entirely out; for example, screened porches, open entryways, verandas, covered walkways, partially enclosed balconies, trellised patios, etc. These spaces not only soften the indoor-outdoor transition, but also increase the sense of privacy. They act as a "lock" on the privacy of the indoor spaces. They also extend the usable space per unit at a smaller cost per square foot.

Interior circulation areas should be kept to a minimum and should not disrupt activity areas. The location of doors, windows, closets, and heat registers should be planned for good furniture placement and efficient circulation. Every square foot of area should be of a maximum use; only excessively large units can afford the luxury of wasted space.

B. Privacy

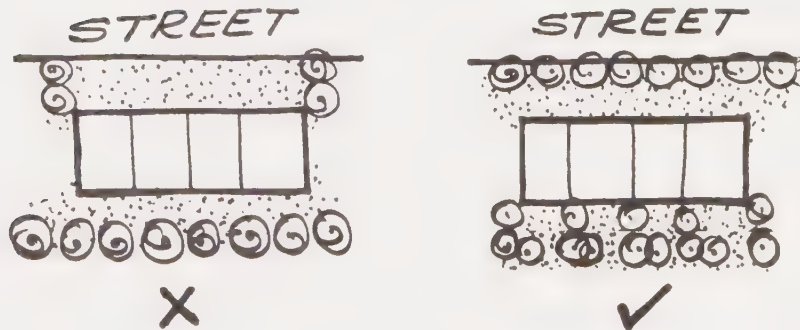
Another thing that makes interior spaces seem to be even smaller is the comparative lack of privacy from unit to unit. There is too little visual privacy and frequently almost no aural privacy. To increase visual privacy:

1. Separate and seclude the individual entrances. Use projecting overhangs and screening shrubs; recess

the entrances within the structure and vary the entrance orientation and/or approach.



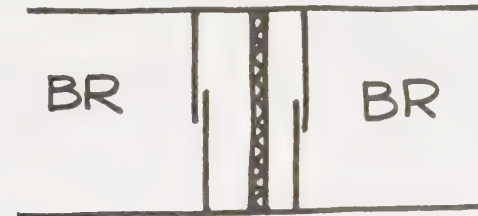
2. Locate and shield windows so that passers-by are denied visual access to the rooms. Use landscaping materials to protect the building from the street and to create outdoor areas private to each unit.



3. Cover or partially enclose private outdoor areas. Locate them away from main circulation routes or public activity areas.

To increase aural privacy:

1. Use closets and storage areas between units as noise insulators.



2. Locate sleeping areas away from noisy circulation routes or activity areas. Use the necessary extra sound proofing materials.
3. Protect lower levels from noise of upper units through use of proper structural materials, rugs, etc.
4. Use sound absorptive surfacing materials where appropriate.
5. Use sound insulating material in party walls.

C. Form, Color and Texture

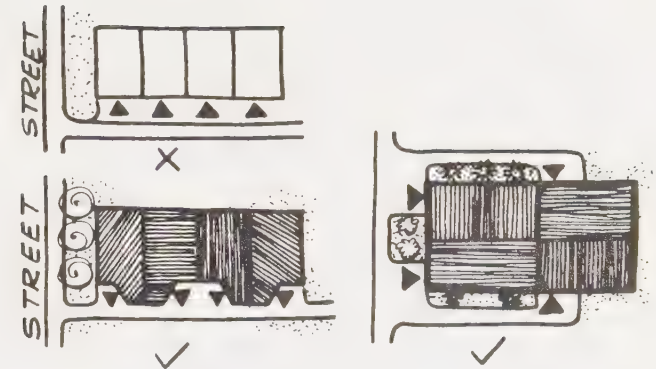
Somewhat related to the problem of privacy is the problem of individuality. What makes one unit a particular man's home rather than another unit? Many complexes are monotonous and deadening because of rubber-stamp design, row upon row of identical units, differentiated only by the numbers on the doors.

Often, low and medium-cost housing seems to consist of standardized units strung together in the most unimaginative way, and left entirely without articulation of detail, totally ignoring the fact that people, individuals, are going to live there. If any attempt has been made to create interest and variety, it is generally in the form of gingerbread add-ons.

Style derives from the intelligent combination of elements of order and interest, of regulation and diversity. People need and appreciate variety in their environment; they need the stimulation of variety and change to keep them awake, and they need variety and individuality so they know where they are, so they can recognize their own territory.

There are many ways of creating diversity within order; one of the most important is to personalize the entrance. The repetitious rows of front doors which frequently occur in motel-type apartment houses lessen the individuality of the apartment and thus, psychologically, of the man and his family. Each entrance should be special; it announces the home and receives the family and so deserves special attention. Entrances can be personalized by:

1. Separating the approaches so that rows of front doors are not visible simultaneously.



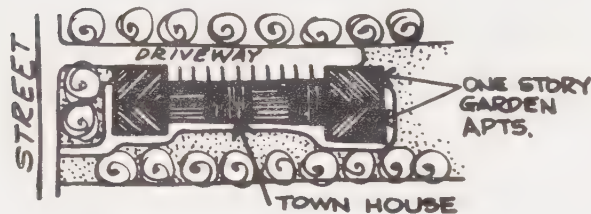
2. Screening with various forms of structures and landscaping.
3. Mixing (tastefully) types of windows, doors, and surface materials.



Other more basic ways of creating distinctive units within a complex include:

1. Mix types of units within a single complex. Instead of 200 one-bedroom units, build 70 one-bedrooms, 50 two-bedrooms, 30 studios, and 50 two and three

bedroom townhouses. The various types of units will themselves engender a stimulating mixture of activities and physical forms.



2. Avoid large, unbroken expanses of monolithic surfaces, such as concrete. Whereas materials such as brick and wood are inherently in scale because of their unit size and overall texture, materials such as concrete and stucco are not. They need special attention in detailing and landscaping.



3. Treat every surface as if it were a complete entity. Never let a large surface appear to be only a cut from an even larger piece of surface cloth. Make the edges clear and sharp. Emphasize focal points such as main entrances.

Windows and doors are useful surface texturizers. Where they are will be determined largely from the interior plan; how they are should depend, at least partially, on the exterior appearance.



4. Surfaces are three-dimensional; they can be pushed in or pulled out; they can be made thick or thin, heavy or light. Let interior light and space requirements push out wall and roof surfaces.



5. Textures can be varied, mixed, emphasized, or minimized. Mix wood with brick, concrete with steel. Consider scale, variety, and detailing when choosing materials.
6. Color is to structure as landscaping is to open space. It is never too late to use it. It can be used to accentuate or cover up; it can create order and interest, or chaos or monotony, depending on how it is used. It can help to create scale and privacy; it can indicate circulation patterns and activity areas. Usually, color is thought of only in terms of surface-covering paint. More attention must be given to the positive, active uses of color as a major element in the visual environment.

D. Natural Light

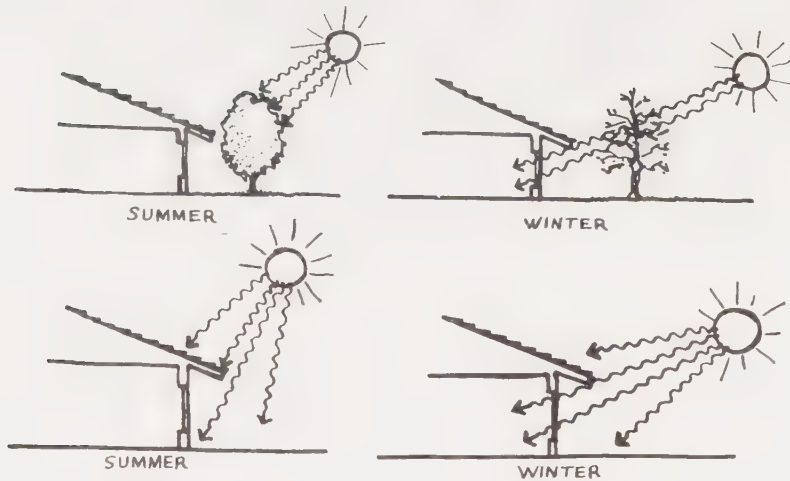
One design tool that is all too frequently neglected is sunlight. The natural tendency is to front houses along the streets, with the living room facing the street and the bedrooms to the back of the lot. This system of organization can ignore the very important, and very basic, influence of sunlight coming into the house.

Natural light is a powerful tool. It can make a room seem cheerful or dull, warm or cool, active or passive. It, along with colors and furnishings, can make a room seem bigger or smaller than it is. It can help to correct awkward proportions, ceilings which are too high or too low. It can make a person like to get up in the morning or hate to cook dinner.

Light changes with the seasons. Winter light is a different intensity, available at different times and at different angles than summer sunlight and people's preferences vary; some people like early morning light in their bedrooms, some do not. But some elements of lighting design are basic.

1. At our latitude, winter sunlight is always welcome; summer sun can sometimes get too hot. To shade a window in summer but allow light to enter during winter, two useful techniques are to use deciduous trees which protect when leafy and allow sunlight through in the winter when the tree has lost its leaves, and to use horizontal baffles and overhangs which protect from the high summer

sun, but allow the lower winter sun to enter.

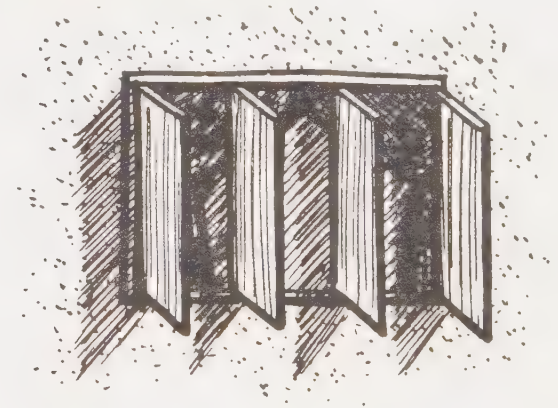


2. Light varies according to the direction from which it comes. In the northern hemisphere, north light is indirect; it is not intense, does not cast shadows, so it is good for close work areas such as sewing rooms, studies, etc.

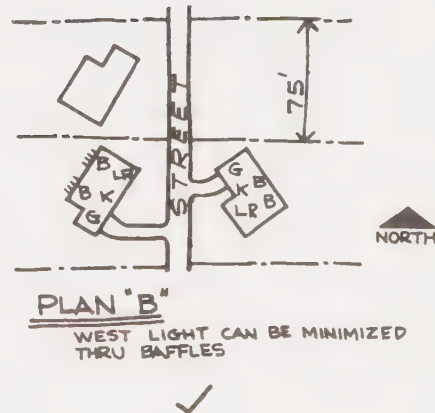
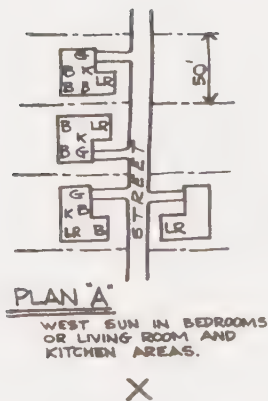
East light is intense but, because it is early in the day, is not usually perceived as being hot. (Also, many people are still asleep during the hours of intense east light.) People who are cheerful early morning risers, especially children, often like eastern exposures, while night owls understandably do not.

A southern exposure, if properly treated, can be cool and comfortable in the summer and warm and cheerful in the winter. General living areas frequently profit by southern exposures.

Some people like the warmth and intensity of late afternoon sun, but western exposures often cause problems. Children find it hard to go to sleep with early evening summer sun streaming into their bedrooms. Housewives with stoves or sinks under west windows can find dinner preparation unpleasant and tiring. One way to combat problems of west exposures is through the use of vertical baffles. (Horizontal baffles such as overhangs are useless when the sun gets low in the sky.) Also useful are movable shutters, venetian blinds, and other devices which allow for adjustment during the day and year.



Architects and planners have a responsibility to take these types of decisions into account when planning street patterns, lotting patterns, and building orientation. A street plan such as plan A would be improved by enlarging the lots to allow for better building orientation as in plan B.



E. Maintenance

Another major factor in the quality of the residential environment is the general level of maintenance. Provisions for good maintenance have to be made in the early stages of planning. To facilitate good maintenance throughout the years:

1. Locate garbage areas and service yards out of sight of the public.
2. Provide adequate and convenient storage space for cars, tools, toys.
3. Install plant materials that do not require a great deal of care.
4. Use good quality structural materials.



IV. Site Design Principles

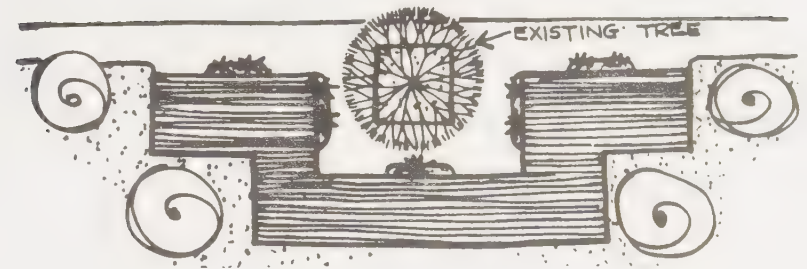
Site design is the art of arranging the exterior environment to suit the physical site and the functions and activities that are planned for that site. Some of the elements of site design are circulation, parking, private and common outdoor space, landscaping, and, of course, the size and shape of the lot itself.

A. Site Plan

The single most important governing principle in site design is to design the lot as a whole, right from the beginning, including the parking, circulation, open space, and relationship to features of the surrounding neighborhood. The building cannot be designed before the lot is chosen; it must be designed (in conjunction with the parking, circulation, etc.) in relation to the site and its unique peculiarities. Too often, the building is forced onto the lot. This procedure usually has the effect of obliterating any unique features of the site instead of accentuating them.

Even if a large, flat area is being developed where many, many lots are substantially identical, steps can be taken to create an apparent variety.

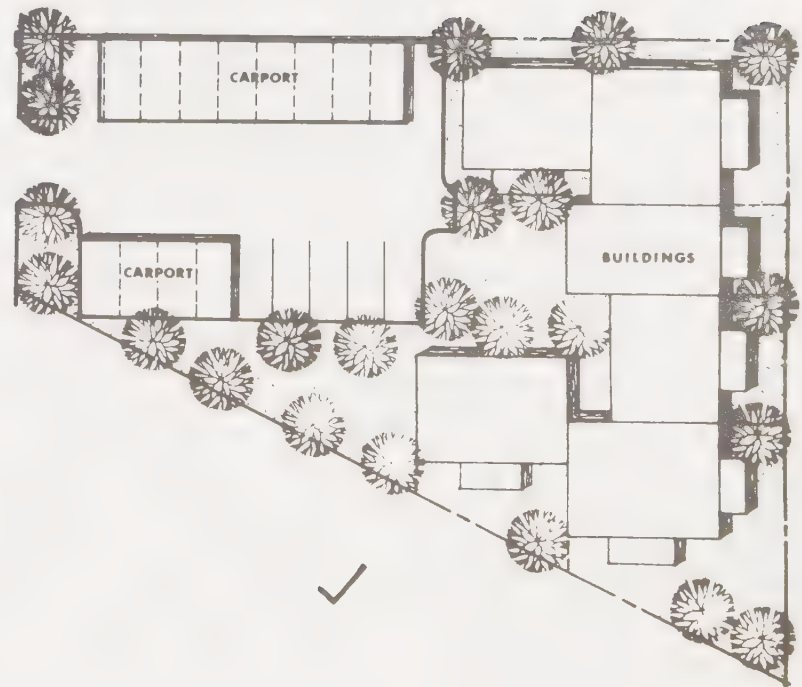
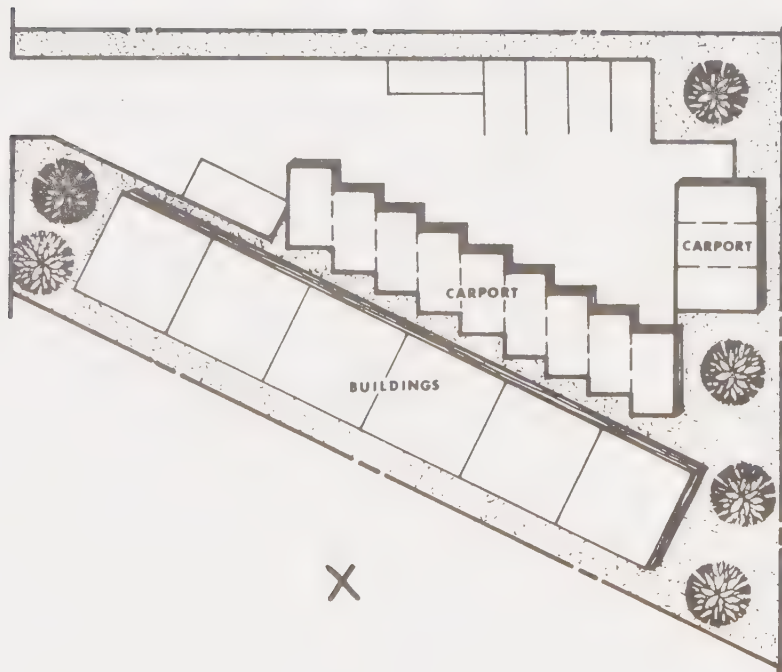
1. Retain existing vegetation, especially large trees.

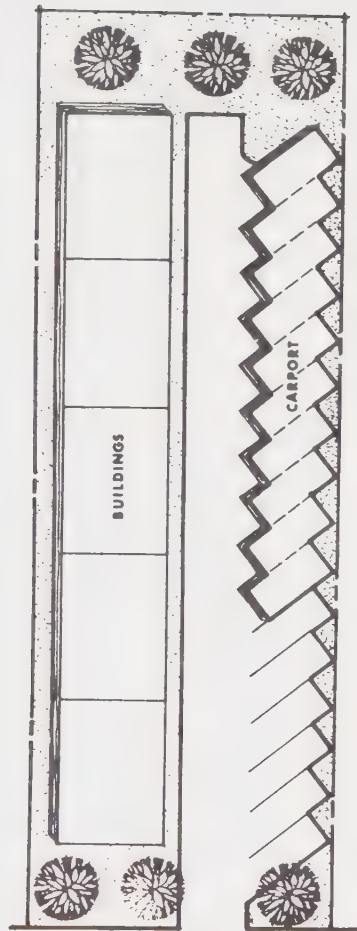


2. Respond to any surrounding physical features or activities in the neighborhood; for example, a cliff, a shopping center, or a neighborhood swim center.
3. Vary the position of the building on the lot. Orient some buildings to sun and/or wind patterns instead of always only to streets.
4. Create and emphasize unique features such as level changes, unusual landscaping, rock outcroppings, and sloping terrains.
5. Plan the open space to suit the particular building and its users. Do not simply place the building on the lot and forget about the rest of the site. Open space, especially on larger sites, is most effective if designed for a particular purpose.

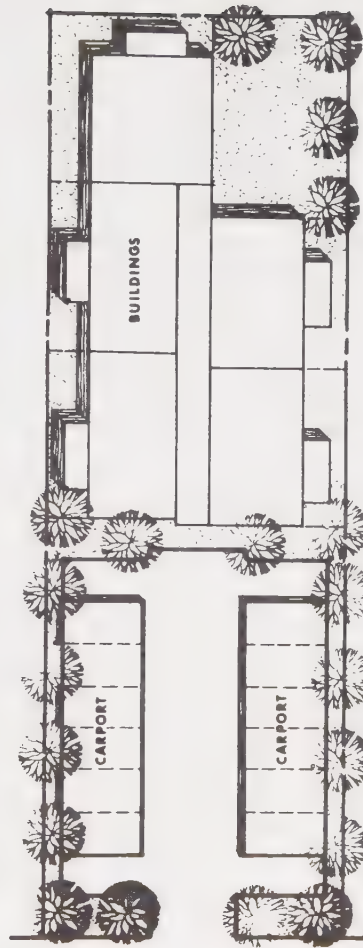
In Hayward there is the recurrent problem of long, narrow lots. When a lot is small (under one or two acres) and more than twice as long as it is wide, it is very difficult to achieve a good site plan because there is almost no room for flexibility. If possible, lots should be combined to get bigger, better shaped areas.

Following are some sample problem shape lots with examples of poor site plans and suggestions for better site plans:

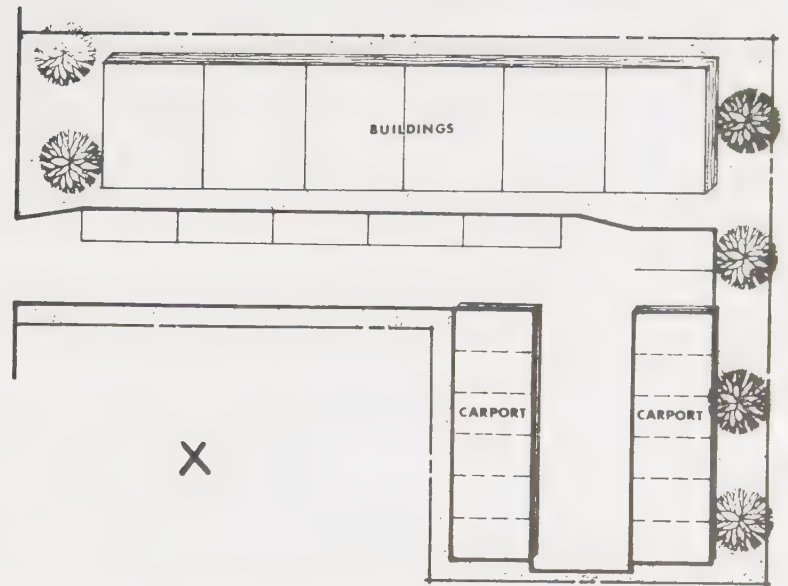




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B. Open Space

One of the most important and most frequently neglected elements of housing design is open space. It must be planned for right from the beginning, designed in conjunction with the building, the parking, circulation, the neighborhood, etc., and the particular site. It should be suitable in size, location, scale, and privacy for its users, keeping in mind that different types of occupants will need different amounts and different types of open space.

Open space comes in two varieties: common and private. Private open space refers to outdoor areas which are accessible to only one family, are demarcated from other public or private outdoor areas, and are screened or visually hidden from the view of passers-by. Private outdoor space must be:

1. Adequate in size, i.e., at least 60 square feet. Larger private outdoor spaces are preferable, particularly where children are concerned.
2. Suitably located for convenient use, easy access.

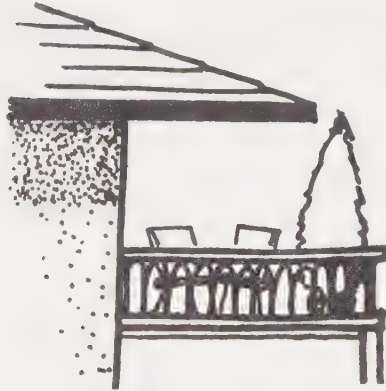


3. Clearly delineated in extent. This makes it more private and promotes better maintenance.
4. In cases of small children, the area should be protected and located for ease of parental supervisions.
5. Protected from dust and noise of traffic, from interference from the public, from unpleasant views, from too much sun and/or wind.



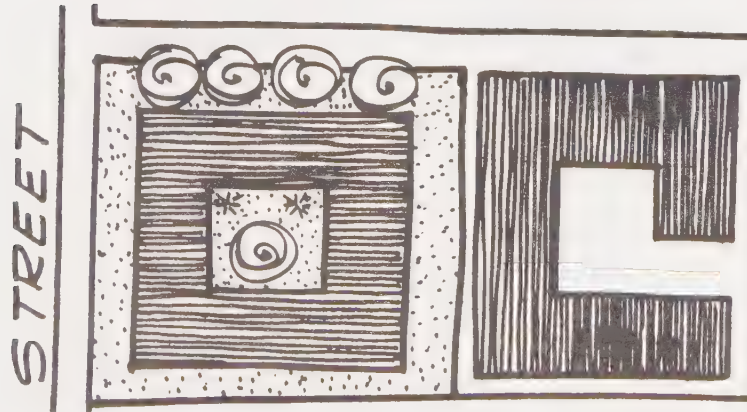
Private open spaces can be obtained in many ways:

- patios
- gardens and porches at ground level
- balconies



- roof decks
- garage and carport roofs at upper levels

In high density areas, interior courts and atriums could be used much more extensively than they are presently.



Common open space is even more difficult than private open space to design well. Common open space is not simply the unused, overgrown, back part of the lot. Common open space must be:

1. Appropriately located, convenient to units.
2. Not transected by circulation paths.
3. Not open and inviting to public pedestrian traffic.
4. Attractively landscaped and maintained.
5. Scaled to its users. Although it is to be used by groups of people, it must not be simply an expanse of open turf.

Where possible, open space should:

1. Leave room for user-development.
2. Have some sense of enclosure, even if only through a strongly delineated boundary.

C. Circulation

Probably the most important element in site design is circulation. There are basically two kinds of circulation: pedestrian and vehicular. The primary point concerning circulation is to keep the various types from interfering with each other and to keep all types from disrupting activity areas. The various activities and attributes of the site may all be visible from all the circulation systems, but they need not be invitingly accessible. In particular:

1. Keep all traffic systems physically separated. Demarcate boundaries between vehicular and pedestrian traffic. Separate visually as well as physically, where appropriate.



2. Keep all vehicular traffic away from children's play areas and common open space.
3. Circulation and parking areas must not dominate the site.

4. Driveways and walkways should be designed in relation to surrounding neighborhood circulation routes.
5. Relate circulation function to area function such as:
 - keep service circulation near kitchens, utility yards, garages, delivery areas.
 - locate pedestrian pathways in pleasantly landscaped surroundings and along lines which people will walk, i.e., straight lines between points of activity.
 - keep guest parking near entrances of driveways, away from private areas of complex.
6. Discourage high vehicular speeds through complex.
7. Buffer quiet residential areas from noisy service traffic.



8. Clearly indicate path from parking to entrance.
9. The width of paved walks should be proportionate to their use.

D. Parking

Closely related to circulation design is the design of parking or automobile storage areas. The primary goal is to keep the parking areas from dominating the site, either in terms of ground coverage or visually. (Compared nationally, Hayward has a very high car-per-person ratio. In some lots under 30,000 square feet, parking and vehicular circulation may use up to 40 percent of the site.) A good site plan should sharply reduce this percentage and should minimize, visually, the remaining parking and circulation areas.

To **reduce** the area covered by **circulation and storage**:

1. **Keep** all driveways short and of **adequate**, but minimum, width.
2. Keep parking areas compact and near street.
3. Put parking underneath apartment units, an easy solution in sloping areas.



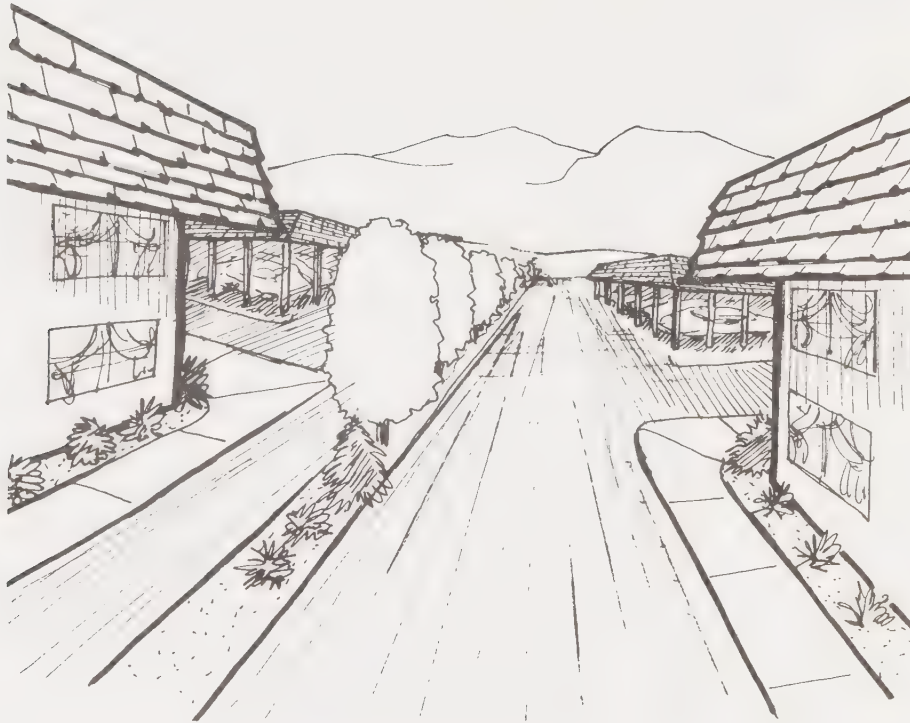
4. **Eliminate conflicting uses.** Driveways **should not** be used for storage, or places for toys and tools, nor **should they be** play areas for the children.
5. Delineate parking spaces to keep parking orderly and compact.

To visually minimize the vehicular storage and circulation areas:

1. Use **landscaping**. Plant trees, shrubs, **vines**, hedges, and where necessary, **use fences** (e.g., open lot parking).
2. Make double use of the area by designing garage and carport roofs for open space use, or park cars below apartment units.



3. Relate parking and subsidiary storage structures to primary building architecturally.



4. Locate parking away from the living-relaxation areas of the complex. Keep it hidden from living room windows, private outdoor areas, and common open spaces. One difference between an "adequate" apartment and a luxurious one is the view from the bedroom windows. Do not let it be a view of a parking lot.
5. Break up the visual expanse of parking lots by changing levels or varying the surfacing materials. Retain and/or plant trees.



There must be adequate off-street parking. The appropriate parking space-dwelling unit ratio will depend on the location of the site (is it near good public transportation?), the size of the site (the bigger, the more flexible), and the type of occupants (young singles and working couples need lots of parking spaces when they are not living near work centers or efficient and convenient public transportation).

E. Landscaping

Landscaping should be incorporated into original development plans but can also be added after a structure has been completed. It is very important to recognize the basic purposes of landscaping materials, to use appropriate and adequate plants and materials and to insure that they are maintained. Principles of good landscaping include:

1. Preserve existing vegetation wherever possible.
2. Install adequate landscape materials as early as possible.
3. Make sure that materials are suited to site, structure, function, and related activities, as well as climate.
4. Use landscaping to:
 - hide ugly buildings, unpleasant surroundings
 - screen private areas
 - buffer traffic sounds and smells
 - indicate circulation patterns
 - absorb noise and dust
 - break up reflected light
 - delineate public and private areas
 - establish scale relationships
 - give color and texture to monotonous expanses of building and/or ground surface.

V. Unit Development Principles

In addition to the principles and standards which are directed toward the internal requirements of individual buildings and sites, concern should also be given to relationships between building sites and structures and adjacent areas and structures. When development occurs on a "by-lot" basis, zoning regulations must specify explicit rigid setback requirements as a way of assuring that minimum amounts of light, air, and privacy will be available to each residence, even though the particular location of adjacent structures is not considered in the development of the individual building sites. Likewise, when developments proceed on a "by-lot" basis, residential densities must be regulated in a uniform manner to prevent overcrowding of an area. On the other hand, when residential development proceeds on a planned unit development basis, rigid setback requirements are no longer needed, since light, air, and privacy requirements can be established between structures irrespective of lot line location. Likewise, variations in density within the planned unit development can occur so long as the total development density does not exceed the requirements established by this City's plans and the availability of community facilities to serve these developments. The essential difference between unit development regulations and "by-lot" development regulations is that planned unit development regulations are conceptual, general.

They attempt to specify effect whereas "by-lot" regulations are specific, detailed, and designed to regulate method. As a consequence, large developments which proceed on a planned unit development basis can achieve increased flexibility of design and structural types, offering variety to the consumer and a more attractive development for the City. Such developments are generally more efficient in terms of land utilization and offer the community a chance to preserve unique features of the locality. From the developer's point of view, planned unit developments are useful routes to higher profits through increased densities, loosened zoning regulations for more economical land use, and better sales through increased consumer appeal.

There are many advantages to a well-done planned unit development, but there are also certain dangers. The project is usually rather large so the qualities, both good and bad, are therefore exaggerated. The advantages of planned unit developments become more evident daily. The designer is not restricted by predetermined street patterns, land uses, etc. He is free to make a coherent, integrated design wherein all the parts work consistently together. The streets are the right width for the traffic generated by adjacent land uses because the actual needs are known--guesses and predictions of future needs are unnecessary; there can be more efficient use of public and private open space--open

space which is the right size and in the right place for the people who will use it; the shopping center is conveniently located and uncongested; the schools are not surrounded by major traffic arteries; the lot-to-lot and house-to-house relationships can be designed as a totality so that the overall environment is more pleasing. This is only possible where all the elements are simultaneously under the control of the designer, a situation obviously not possible in a lot-by-lot situation.

The biggest problem in creating a good planned unit development relates to scale. With unusually large complexes, the tendency is to do everything at a "grosser" scale, especially if funds are limited. The scale of the design should be kept consistent with the scale of the residential environment the inhabitants are used to. People have definite ideas about the "correct" scale for residential environments as compared to office, school, or warehouse environments. A residential complex can be "grand" but it should not be "institutional". The following are some basic standards for unit development design.

A. Circulation Patterns

The general principle of circulation design for unit development is not different from single lot circulation design; i.e., keep different types of circulation separated. Keep pedestrian traffic separated from vehicular circulation. Separate service traffic. There will have to be nodes of interaction, of course, but from the standpoints of safety and convenience, the different types of circulation networks should not interfere with each other.

1. Vehicular Circulation

- Prevent through traffic.
- Eliminate long vistas down endless streets.
- Use short, curved, and/or narrow streets to create sub-neighborhoods.
- Suit the width of the street to its traffic. Actual street width should be based on the projected traffic generation within the development.
- If lots abut arterial streets, alternate, interior access roads for these lots shall be provided. Access roads should feed into collector streets.
- Keep in mind the importance of easily locating addresses. Use an easily identifiable system of street names and consistent numbering.

2. Pedestrian Traffic

- Suit the width of the walkways to their use. Great broad walkways of 15-20 feet make a single person feel uncomfortable. A path serving a single family should be about five feet; a residential block sidewalk serving 60-100 people should be about eight to ten feet. Where people can drive, they will rarely walk, so sidewalks usually need not be designed to accommodate the total serviced population but only the normal pedestrian traffic. When sidewalks are too narrow, sometimes people have to walk off the edge; this can be messy, destructive and uncomfortable. When they are too wide, they are wasteful of space and materials as well as uncomfortable.



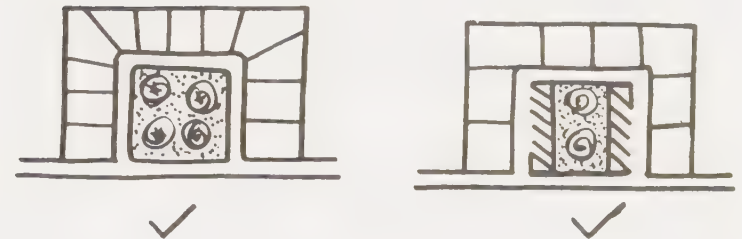
- Relate the pedestrian circulation routes to the land uses. Provide short, pleasant pedestrian routes from residential areas to schools, local shopping centers, and parks and recreation areas.
- Insure the safety and maintenance of all pedestrian walks.

B. Spatial Arrangements

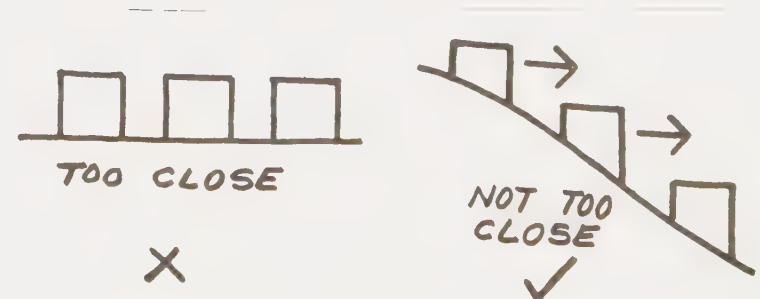
"Monotony . . . is as often the result of repeated spatial arrangement as it is of repeated building masses and surface treatment." - Design of the Housing Site, Robert D. Katz, Department of Housing and Urban Affairs, University of Illinois, 1966, p. 107. The opportunity to design the spatial arrangement is probably the single most important advantage of unit development over lot-by-lot development. Whereas in the past, expediency and efficiency were usually the governing design factors, other less obvious but more elementary factors can now be given their just due.

1. Create lots in a variety of sizes and shapes. Keep a policy of flexibility in plotting lot lines. Let the various physical features of the land influence lot size and shape. This will encourage variety in type of structure as well as being in itself an impediment to monotony.

2. Group lots around cul-de-sacs and neighborhood focal points such as local parks and community centers. Let street patterns influence the shape of lots.

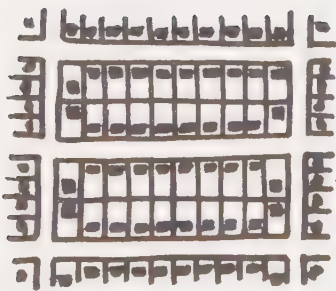


3. The slope of the land will influence lot sizes. In very dense areas, steep slopes can be used to get more separation between units. In low density areas, steep slopes will mean bigger lots because more area will be needed to get enough buildable space and usable open space.

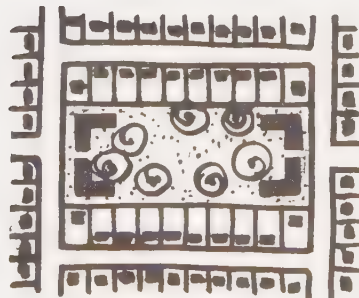


4. Topographical variations within the site should not be eliminated; they, as well as mature trees, rock outcroppings, etc., should be retained and incorporated as focal points in the total development. Consider creating such variations where none exist.

5. Use various structural arrangements to create a variety of types of outdoor space and a variety of residential environments. If the complex is well designed, the plan itself will probably demand variations in heights and shapes of buildings on the site, variation of color and texture of materials, and variation in size and type of open space.



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6. Avoid congested appearances.
7. Avoid unpleasant angular relationships.

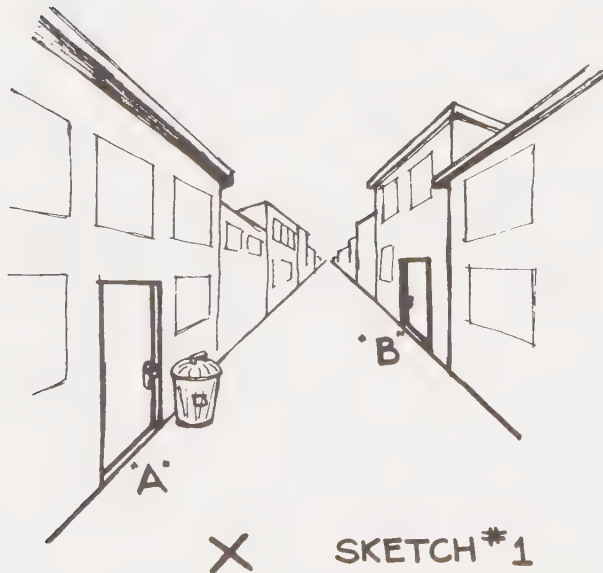


8. Underground all utility wires.
9. Screen recreation and residential areas from service areas. Outdoor areas for clothes drying, garbage pickup, work on cars, etc., must be provided and screened. Otherwise, they will occur in many places and greatly influence the general character of the environment.

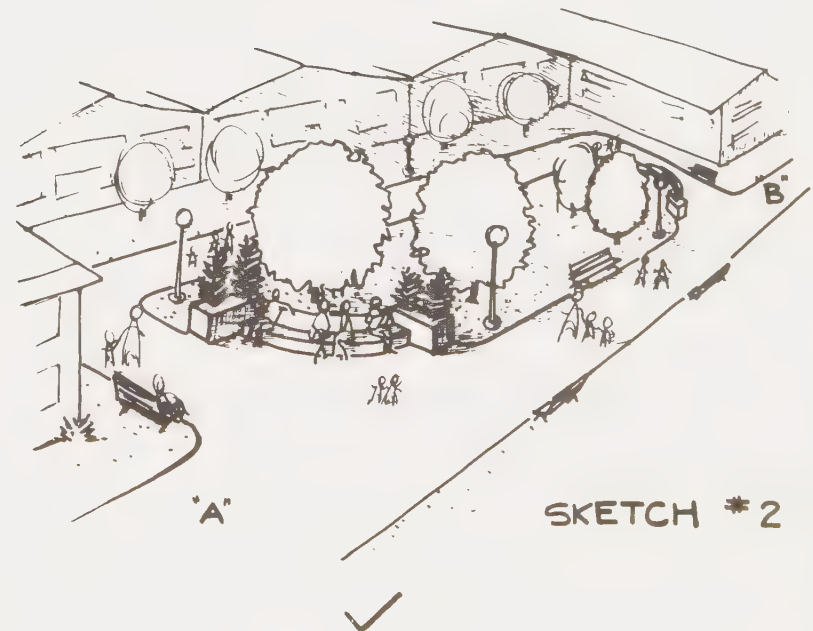
C. The Pedestrian Environment

Of major importance in the creation of pleasant, profitable, spatial arrangements are the patterns of pedestrian circulation. Efficient planning is, of course, basic when plotting sidewalks, paths, and walkways, but three-dimensional relationships and the total perceived environment are too often neglected.

Paths can be simply the shortest distance between two points, a hiatus between events, or they can be themselves involving experiences. A person going from point A to point B in sketch #1 will walk quickly, not stopping along the way and, in fact, probably not taking the path at all if he can help it.



On the other hand, a woman going from point A to point B in sketch #2 might be very inclined to stop along the way to talk to a neighbor, to let her baby smell the flowers, or just to sit on the bench and enjoy the sunshine. In other words, the path in sketch #2 invites the pedestrian to become involved in the environment. It encourages the pedestrian to contribute some of his own time and interest and so encourages forming human relationships among people who experience the path. Thus the path becomes a communication line which can be conducive to forming and enforcing human relationships and feelings of community identity and involvement.



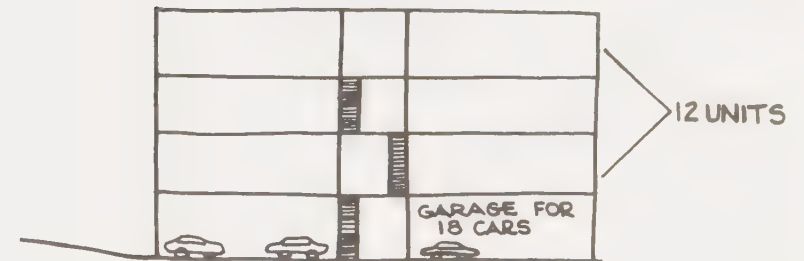
Environmental involvement is achieved through attentive design of the circulation system. The obvious needs of functional efficiency, safety, economy, must of course be satisfied and, in addition, an environmental character must be created. This is done through the establishment of scale and legibility. There must be focal points (major events) and edges (boundaries of the system) and junctions (places where the system connects with other systems.)

The pedestrian circulation system can be valuable not only as an event in itself but as a defining tool in the context of the whole development.

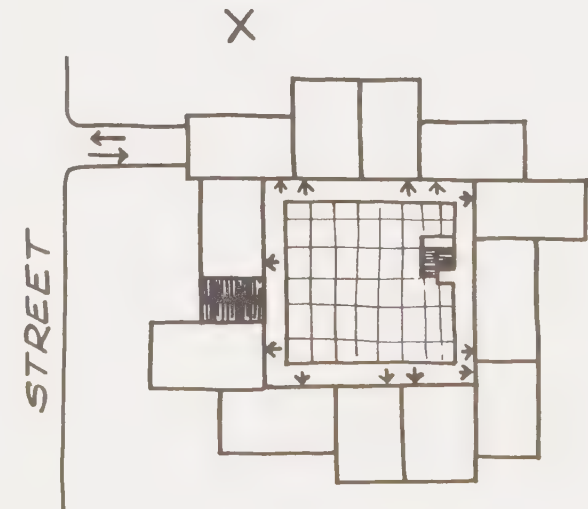
A large complex can be given scale and made comprehensible to the individual user through the creation of sub-areas within the complex. Pedestrian circulation systems can help to establish areas to which people can orient themselves better than they could, perhaps, to the whole complex.

For example, several groups of apartments along a street with each group of units entered via its own parking garage and elevator-hallway circulation system (section A), would be less legible and--other things being equal--less pleasant than the same number of units in the same number of groups where each group is entered via a central courtyard which gives access to each unit of the group (plan B).

The central courtyard creates perceptible groups within the entire complex, thus helping to provide a better scale relationship to the user, and at the same time, offers an opportunity for the residents within any one group to establish lines of communication, something next to impossible to do in a parking garage or an elevator.

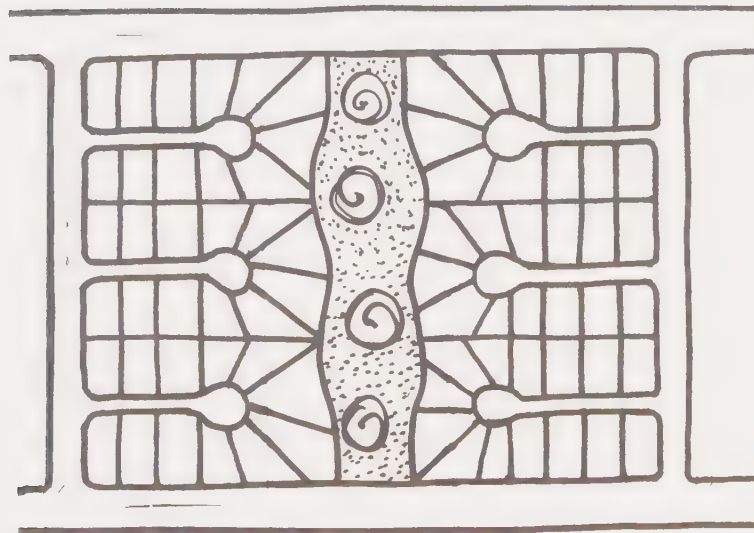


SECTION "A"

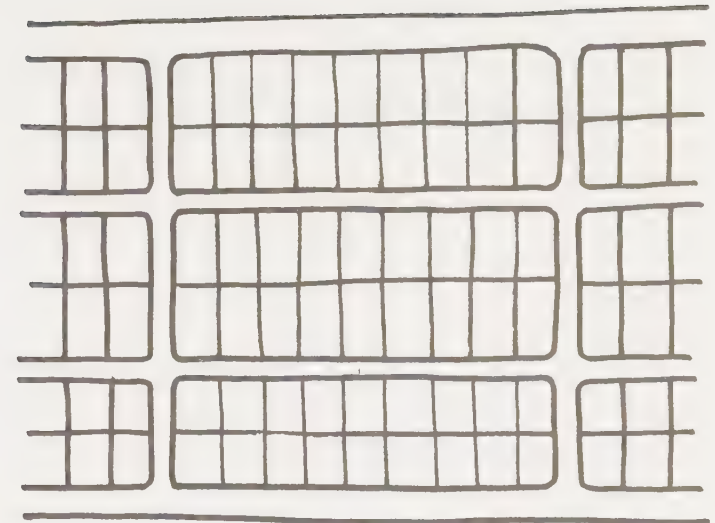


PLAN "B"

On the level of a single-family residential environment, a development of about 75 houses, for example, is better arranged as shown in plan C. Plan C divides the total complex into two parts and thus, through the use of cul-de-sacs with the resulting orientation of the house and the sidewalks or pedestrian circulation system, creates three sub-units within each part, making a total of six legible "clusters" within the complex. In plan D, however, there are no "clusters".



PLAN "C"



PLAN "D"

The pedestrian circulation system can be a very useful tool to the designer. Where he wants to create a sub-unit, he creates opportunities for interaction between people, chances for people to relate to their immediate environment. Where he wants to separate, he makes the path as short, as cold and uninviting and uninterrupted as possible. Thus, no associations will form along the path or with the path's environment.

In planned unit developments the designer should use the pedestrian circulation systems not only to get people from one place to another, but also to make it easy for people to

establish communication patterns--to form friendships, and to relate to their environment through legible, human-scale units of building and circulation patterns.

D. Group Open Space and Recreation Areas

As the square footage of lot area per dwelling unit is decreased, group open space and recreation areas take on increased importance, especially to youngsters, senior citizens, and others with time on their hands. Special efforts should be made to design the open spaces so that they do not seem institutional. They should look and act more like neighborhood parks than like formal gardens.

Another important point is to vary the types of open spaces that are created. While all contributing to a unified design, the various open spaces should serve a variety of functions, age groups, size groups, and moods.

One way to increase both the apparent spaciousness of the development and individual privacy is to triple the landscape budget. Generally speaking, the more trees, and the bigger they are, the better. They can be used to best advantage if they are located so as to interrupt unwanted sight lines, to give shade where needed, to screen unpleasant sights, sounds, and dust, and not so as to minimize the effect of open spaces.

Other principles include:

1. Take advantage of the size of the development to provide the best possible outdoor recreational facilities.
2. Relate the size and types of open space to the size and types of houses being served.
3. Install street trees at the time of development, along with the curbs, gutters, and sidewalks. The trees, as they develop, will themselves create order and interest.

E. Relationship of Planned Unit Development to Surrounding Neighborhood

Once the site for a unit development is chosen, a very early consideration should be the relationship of the unit development to the neighborhood around it. This involves both visual and functional elements.

Because a unit development is so much larger in area than any of the surrounding elements, it frequently has tremendous impact on its neighborhood. Two problems have to be faced: 1) How will the neighborhood influence the development? and 2) how will the development affect the neighborhood?

1. Neighborhood Influence

It is obvious that the development must relate efficiently to the street patterns and the land use patterns of the area around it. The visual relationship is just as important and much more delicate. Considerations of cost, etc., aside, the selection of style of structure, type of landscaping, and spatial arrangement of structure and open space must be compatible with the style of structure, type of landscaping, and spatial arrangement of the neighborhood. There are basically three possibilities: The unit development designer can a) ignore the area; b) recognize it and design the development as a total contrast; or c) recognize it and design the development as an integral part of the neighborhood. Choice (a) is irresponsible. In choosing (b) the designer must carefully consider the texture of the city as a whole. He must be aware of the type of people who will probably be living in the development, of their preferences, their areas of sensitivity. Is he trying to attract residents of the surrounding neighborhood into the development or is he designing for an entirely different group of people? If he chooses contrast, everything must be different: the shapes, the colors, the spatial arrangements, the landscaping and

structural materials, the circulation patterns--all. Choice (c) is at once the hardest and easiest. It is hard because what was done yesterday cannot always be done in the same way today. It is easier because choices of materials, etc., are not restricted by what was done in the surrounding areas. The designer may choose which elements will be different and which similar. For example, he might choose to use different shapes and spatial arrangements, but carry through the colors and landscaping materials.

The size of the development might have something to do with the choice. A small unit development will not be able to function entirely by itself and, depending somewhat on its surrounding neighborhood facilities, might want to relate more closely to it, especially as regards public transportation, schools, parks, and shopping facilities. A very large unit development, however, might hope to establish neighborhood style, scale, etc., by itself, expecting that in time, the rest of the community would come to relate to it. In this case, the unit development would begin with a very high IQ (Identifiability Quotient). If it is a high class, high status, occupied-by-choice development, a high IQ is desirable. If it is a low status,

only-choice-available development, the lower the IQ, the better. In fact, such a development should blend into its surrounding neighborhood and "disappear" as much as possible.

Whichever choice of development-neighborhood relationship is made, it must be recognized that the choice will have important consequences.

2. Development Effects

The other side of the coin is the change that will occur in the surrounding neighborhood as a result of the new unit development. Will the neighborhood continue to function efficiently? Or will the streets be overloaded, the parks and schools overcrowded? Will the development bring vital new life to the total community? Or is it located and designed to divide and break up the community? Will the new development raise surrounding land values? Or ruin them?

These are questions that vitally concern the residents of the community and ultimately of the development itself and they must not be forgotten or ignored.

PART 9
GENERAL POLICIES PLAN
SUPPLEMENT 3
MISCELLANEOUS DEVELOPMENT POLICIES

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INDUSTRIAL-RESIDENTIAL BUFFER AREA

I. General

In order to protect residential areas that abut industrially zoned lands, henceforth it is the policy of the City to create high performance buffer areas between these two land uses. These buffer areas shall be zoned IZ (Industrial Site Plan) and shall be developed in accordance with the minimum standards set forth below. In this way, maximum flexibility of industrially zoned land shall be retained while, at the same time, abutting residential development shall be protected from undesirable uses and development.

II. Development Standards and Guidelines

In accordance with the above policy, only those industrial uses which are architecturally compatible with the surrounding area and which do not produce detrimental effects on the environment will be allowed to locate in these areas.

It is furthermore the policy of the City that development proposals which do not meet the following minimum conditions and guidelines (except for demonstrated hardships which require some relief from the lot area and width, setback, and yard requirements) will not be approved.

A. Performance Standards

All uses in the IZ zoning district abutting any R District shall require a conditional use permit. In addition,

no use which produces noise, vibration, glare, discharge, dust, pollutants, odor, or industrial waste perceptible to adjacent properties, shall be allowed.

B. Lot Area

Except where the predominant lot pattern or physical constraints constitute a substantial hardship, IZ zoning will normally be combined with the B40 Combining District.

C. Lot Width

Minimum lot width shall be 120 feet.

D. Height Limit

Building and structures shall not exceed two stories, nor be more than 35 feet high above the highest point of ground elevation on the lot on which the building is erected.

E. Setback

Minimum front yard shall be 25 feet.

F. Yard Requirements

Minimum side yards shall be 20 feet.
Minimum rear yard shall be 20 feet.
Any side or rear yard abutting a residential or agricultural district shall be 40 feet.

G. Lot Coverage

No building shall cover more than 30% of the lot area.

H. Screening and Landscaping

Where any side or rear yard abuts any residential or agricultural district, a six-foot-high, decorative, wood or masonry wall shall be erected. Where any side or rear yard abuts any residential or agricultural district, a 20-foot-wide landscape area shall be planted. Such area shall consist of an adequate amount of growing plants and trees to aid as a buffer between proposed use and residential use. Provisions for irrigation of landscaped areas shall accompany landscape plans.

I. Building Design

All buildings must use materials typical of residential areas. Walls and exposed roof area should consist of materials such as brick, wood siding, decorative aggregate, or other materials which emphasize texture, color, patterns, and shadows, or otherwise create visual attractiveness.

Structures shall be built to a visual scale compatible with residential uses. Large structures must reduce the visual impact of massiveness by use of landscaping and/or by undulations, indentations, protrusions, or differing textures along the walls and roof line.

J. Site Plan

All development shall conform to the Parking and Sign Regulations of the

City. All storage areas shall be within enclosed structures. Loading and unloading facilities shall be enclosed or suitably screened. On-site lighting shall be designed so as not to disturb surrounding residential areas in any manner. No outdoor loudspeakers shall be permitted.

K. Additional Requirements

The foregoing guidelines and conditions are minimum standards only. Where necessary, additional requirements and higher performance standards shall be required of the developer, in order to insure compatibility with the purposes of these guidelines, as a part of conditional use permit considerations.

MISSION BOULEVARD-GARIN PARK AREA

In the Mission Boulevard-Garin Park area the following policies shall apply:

A mix of detached and attached single and multiple-family dwellings will be encouraged in new developments in order that no one housing type will determine a predominant character for the area.

Multiple-family development will be required to bear a compatible relationship to adjacent single-family development through sensitive site planning and use of transition techniques such as single-family structures and open space buffers at project boundaries.

Prior to the completion of Foothill Freeway to Mission Boulevard, development will be considered based on the assessment of additional traffic impact on Mission Boulevard. In the event the Foothill Freeway is deleted from the State's adopted program, planned land use in the Mission Boulevard-Garin Park area should be reconsidered.

Development should be encouraged to be processed under the Planned Development (PD) District provisions of the Zoning Ordinance.

SHORELINE AREA

Adopted policies:

1. That the uniqueness of the Hayward Shoreline Area's generally undeveloped area, its high scenic and ecological values, and its importance which is reflected in adopted policies and plans, make it desirable and necessary to preserve a major portion of this area in its present or enhanced state; to maintain and improve these present values and to provide land use and circulation in this area appropriate to its uses.
2. That a plan should be developed by the Agency* members in this planning program, based on these findings and policies, to guide future public and private use of the shoreline.
3. That policies and plans developed should recognize appropriate regional and local policies and plans prepared for the shoreline area by San Francisco Bay Conservation and Development Commission, Association of Bay Area Governments, East Bay Regional Park District, Alameda County, Hayward Area Recreation and Park District, and the City of Hayward.
4. That maximum appropriate public use of the shoreline area is desirable and should be encouraged consistent with ecological and safety considerations.
5. That any changes in the shoreline area, such as development of parks and recreation areas and other development, which include structures and transportation facilities, should be made with full consideration of the area's unique climate and visual attractiveness, as well as consideration of its unusual ecological and physical constraints.
6. That efforts should be made to encourage regional reduction of air and water pollution and siltation from upland sources that would have a detrimental effect on the Bay and shoreline ecology.
7. That continuous shoreline natural areas or public recreation areas should be preserved and appropriately connected with regional trails.
8. That uses serving public or private operations, such as fisheries, boating, commercial sales, or recreation areas, should be carefully located to control air and water pollution and noise and odor disturbances in surrounding natural areas.
9. That legislation providing for the acquisition, maintenance, and public usage of the shoreline for recreational or wildlife preserves should be encouraged.
10. That every available appropriate means of providing public education regarding the value of the shoreline preservation and the shoreline as an educational laboratory should be encouraged.
11. The "uplands" area, generally easterly of the historic shoreline as delineated on USGS open file map titled "Preliminary Map of Historic Margins of Marshland,

*Hayward Area Shoreline Planning Agency, which includes the East Bay Regional Park District, County of Alameda, Hayward Area Recreation and Park District and the City of Hayward.

San Francisco Bay, California", (Basic Data Contribution 9), should be designated as developable, provided these areas are not uniquely valued for:

- a. Their appearance and/or significant shoreline plant assemblages, or
 - b. Their potential use as freshwater habitats.
12. The areas westerly of the historic shoreline underlaid with shallow deposits of "young muds" (judged to be of substantial ecological value) should be reserved for bay-related open space or limited Development consistent with any applicable regulations adopted by Bay Conservation and Development Commission and Corps of Engineers. Such limited development would be subject to special engineering evaluation to protect against lateral spreading liquefaction or other foundation deficiencies and protection from all flooding, including tidal. Specific areas of environmental value, i.e., salt production and wildlife habitats, should be identified for preservation.
 13. Areas west of the shallow deposits of "young muds" should not be filled or developed with structures, except as required for public facilities or safety, but should remain open as wildlife habitats, recreation areas, and salt production facilities.
 14. A multi-modal transportation corridor should be constructed, if studies now being conducted conclude that such a facility is needed to overcome deficiencies in the area's circulation system, and if such studies further conclude that the ecological impact of the corridor is justified and that it will favorably influence economic conditions in adjacent communities and provide additional opportunities for access to the open space and recreational areas in the shoreline.
 15. Areas for the deposition of silts and dredge materials collected in the Hayward area should be designated on the plan map based on the use of these deposits for improving the productivity of wildlife habitats and the construction of recreational or public facilities.
 16. Bay fills that divert and retard currents, cause increased sedimentation, erosion and pollution, should be avoided.
 17. Improved public access to the Bay should be established.
 18. A regional bicycle/hiking trail system should be established along the existing salt pond and flood control levee system as shown on map entitled "Proposed Shoreline Bicycle/Hiking Trail System" (page 9-9). This system should be designed to:
 - a. Take into account the construction of a marina and the transportation corridor, if these facilities are found to be desirable;

- b. Protect the existing salt marshes as well as the salt ponds north of the new Alameda Creek channel;
 - c. Provide several staging areas at convenient locations for access to the trail system.
- 19. Natural areas should be preserved. An interpretative center should be considered for a reconstituted marsh area to be established north of Jackson Street (Route 92).
- 20. A marina should be considered at an appropriate location, provided the facility would have only a minimal detrimental impact on the environment and provided it is engineeringly and economically feasible and consistent with public goals for conservation of energy.
- 21. The major area for active, multiple use, recreation facilities for such things as staging areas, picnic areas, playfields and fishing, should be located and constructed on filled lands north of Jackson Street (Route 92). Other areas should be considered for these uses, as appropriate.
- 22. Existing salt marshes at the end of the Old Alameda Creek channel and adjacent north-westerly of Turk Island should be preserved and new marshes established.
- 23. Freshwater habitats should be preserved and/or expanded to improve the quality and productivity of the natural environment and specific proposals for these facilities should be included on the final adopted shoreline plan.
- 24. Tidal flats and salt ponds of low salinity should be designated on the plan map and preserved for the migratory waterfowl that depend on these areas.
- 25. Industrial growth, if needed to expand the community's economic base and provide employment opportunities, should be permitted:
 - a. In areas not detrimental to, nor needed for, the shoreline's ecology,
 - b. When geological conditions permit, and
 - c. When adequate flood control measures can be provided.
- 26. Salt production industry should be encouraged to continue, with the provision that evaporating ponds that are no longer required for salt production should be converted to other uses based on the following:
 - 1st priority - Conversion to marsh or other ecological use
 - 2nd priority - Conversion to parks and recreational or other public facilities
 - 3rd priority - Conversion to private uses.
- 27. North of Jackson Street (Route 92) and west of the City's proposed industrial-development area:
 - a. The Hayward Area Recreation and Park District should acquire, establish and develop a marsh area and wildlife interpretative center and should acquire

and develop those active, local recreation facilities on the existing filled areas, based on District needs.

- b. In this area also, the East Bay Regional Park District should acquire all remaining lands that are not used for salt production or owned by other public agencies and establish those active, regional recreation facilities on the existing filled areas, based on District needs.
- 28. South of Jackson Street (Route 92) East Bay Regional Park District should acquire those lands required to protect existing salt marsh areas or needed for the development of the proposed Shoreline Area trail system. Prior to and in lieu of the acquisition of the lands in this area, the City of Hayward will attempt to secure the usage of these properties for these purposes as a condition for the approval of an Agricultural Preserve contract, as provided for under the Williamson Act.
 - 29. Should a marina be constructed in the shoreline area, its development and maintenance should be the responsibility of the City of Hayward.
 - 30. All privately held lands located west and south of the area proposed for development should be granted Agricultural Preserve status and zoned "Flood Plain".
 - 31. In those areas judged to be of substantial ecological value, the environmental impact of all projects not initiated for purposes of wildlife preservation or the

construction of recreation facilities or other public access to or protection of the shoreline environment should be mitigated based on the following priorities:

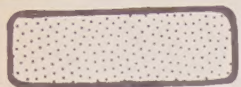
1st priority mitigation - Purchase of a dry, diked parcel equal to twice the size of the project being mitigated and having a minimum monetary value equal to that of the property being utilized for that project; the restoration of that parcel as salt water or freshwater marsh; and the dedication of the resulting wildlife habitat to an appropriate public agency for preservation and maintenance.

2nd priority mitigation - Purchase of an existing marsh with both a minimum size and monetary value equal to that of a first priority mitigation and the dedication of the acquired land to an appropriate public agency for its preservation and maintenance. Second priority mitigations should not be conducted when lands for a first priority activity are available.



LAND USE

SQ. FT. OF LOT AREA
PER HOUSING UNIT

	SUBURBAN	10,000 OR MORE
	LOW	5,000 - 10,000
	MEDIUM	2,500 - 5,000
	HIGH	LESS THAN 2,500

 COMMERCIAL

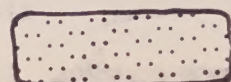
 INDUSTRIAL

 LIMITED OPEN SPACE

 PARKS & RECREATION

 PUBLIC & SEMI-PUBLIC

 CENTRAL CITY AREA

 MARSH & FRESH-WATER HABITAT

 SALTWATER EVAPORATION PONDS

CIRCULATION

Oversized Map or Foldout not scanned.

Item may be viewed at the
Institute of Governmental Studies Library, UC Berkeley.

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